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ABSTRACT

Prepared by the Task Force on Library Legislation appointed by Wisconsin's State Superintendent of Public Instruction, this final report presents policy statements and action recommendations addressing issues related to the organizational and funding problems of public libraries, public library systems, and multitype library cooperation. The 19-member task force comprised a mixture of citizens and professional librarians, each representing informally one or a number of areas relevant to the concerns of local government, librarians, and users of libraries. The report provides specific suggestions on: (1) improvement in the quality and equity of library services available through public, school, and other types of libraries; (2) stabilization and improvement in access to public libraries across jurisdictional lines; (3) improvement in the equity of support for public libraries by different governmental jurisdictions; (4) improvement in cooperation and sharing of resources among all types of libraries; and (5) modification and improvement of legislation relating to libraries. Appendices contain a 1985-1987 Biennial Budget Summary for State Aid for Library Development; Section 121.02(1)(h), Wisconsin Statutes; a list of issue papers considered by the task force; Chapter 43, Wisconsin Statutes; and a new formula for Public Library System Aids Estimates. (THC)

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Final Report of the
State Superintendent's Task Force on

LIBRARY LEGISLATION

July, 1984

Wisconsin Department of Public Instruction/Herbert J. Grover, State Superintendent

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FINAL REPORT

STATE SUPERINTENDENT'S

TASK FORCE ON LIBRARY LEGISLATION

July 1984

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Bulletin No. 5037

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19 July 1984

Dr. Herbert Grover
State Superintendent
Department of Public Instruction
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Dear Dr. Grover:

I am pleased to transmit to you the Final Report of the Task Force on Library Legislation. Since your appointment of this Task Force in May of 1983, the Task Force has held four public hearings in different areas of the state, two preliminary to our deliberations and two after the Preliminary Report was made public. We have regularly mailed Task Force materials to sixty-nine municipal, educational, and library organizations. We have held eight days of open meetings of the full Task Force and individually have met with numerous interested groups.

Beginning from a position of state interest in the provision of equitable, quality library services, the Task Force Final Report contains policy statements and action recommendations which we believe will correct many of the organizational and funding problems of Wisconsin public libraries, public library systems, and multi type library cooperation. In addition, we have addressed certification of library personnel, school library media services, services to special users and the institutionalized, and general improvements in Chapter 43 of the Statutes. The Task Force also considered the effects of municipal exemptions from county library taxes. However, response to the recommendation made in the Preliminary Report indicated possible undesirable consequences for some areas of the state. Even though the Final Report recommends no change in the present statutes, I believe that a separate study of the exemption issue may be appropriate at a later time.

The extent and quality of the work of this Task Force were possible only because of the judgment you exerted in the selection of committed, informed, and representative Task Force members. I believe that the State has been well served in this process.

The Task Force has specifically instructed me to inform you of their appreciation of the exceptional contribution made by the Division of Library Services staff. Their preparation of background materials, their responsive informational support, and their implementation of Task Force requirements greatly strengthened this report and improved the process. Although the entire Division staff made major contributions, Larry Nix should receive special commendation for his guidance, energy, and support.

I was honored to be asked to chair this significant Task Force and want to thank you for the opportunity. I believe that the entire Task Force will be glad to be of continuing help in the strengthening of library services for the people of Wisconsin.

Sincerely,

Douglas L. Zwelzig

Douglas L. Zwelzig

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INTRODUCTION

The Task Force on Library Legislation was appointed by State Superintendent of Public Instruction Herbert J. Grover in May, 1983 and charged with assisting the State Superintendent in developing a legislative policy statement on libraries. The policy statement was to primarily address issues involving the organizational and funding problems of public libraries and public library systems and multitype library cooperation. Other important issues to be addressed were certification of library personnel, school library media services, services to special users and the institutionalized, and general improvements in Chapter 43 of the Wisconsin Statutes.

Specific charges of the task force were to:

- monitor and adjust the process for developing legislative changes;
- solicit public comment on Wisconsin library legislative policy;
- review background/issue papers prepared by Division for Library Services staff;
- develop preliminary recommendations on Wisconsin library legislative policy;
- solicit and review public comments on preliminary recommendations and make final recommendations to the state superintendent; and
- assist in developing a coalition to implement legislation.

The 19-member task force was comprised of a mixture of citizens and professional librarians, none of whom spoke officially for a specific group or type of library. Each member, however, represented informally one or a number of areas relevant to the concerns of local government, librarians and users of libraries. For instance one member who was a librarian also served on a county board of supervisors, and anotner member had recently served as a county board member.

Some highlights of the process used by the Task Force in developing its Final Report include:

- 1 day organizational meeting	June 23, 1983
- Regular mailings of Task Force materials to over 69 municipal, educational, and library organizations	June, 1983-July,1984
- Public hearing in Madison	October 5, 1983
- Public hearing in Rhinelander	October 14, 1983
- 2 day meeting to review and discuss issue papers	November 18-19, 1983
- Subcommittee meetings	January, 1984
- 2 day meeting to review and discuss issue papers	January, 27-28, 1984
- 2 day meeting to make recommendations for Preliminary Report	February 24-25, 1984
- Distribution of Preliminary Report to over 3,000 individuals, libraries, and organizations	April 10, 1984
- Consideration of Preliminary Report by most major library organizations	April, 1984
- Public hearng in Eau Claire	April 23, 1984
- Public hearing in Brown Deer	April 25, 1984
- Receipt of over 130 pages of comments on Preliminary Report	April-May, 1984
- 1 day meeting to review oral and written comments and to make recommendations for Final Report	May 24, 1984

- Review of draft of Final Report by mail — June-July, 1984
- Final Report completed — July, 1984

The State Superintendent is expected to respond to the Final Report in October, 1984, and legislation will be developed for the 1985 Legislative Session.

Most of the policy statements and recommendations in this document relate to issue papers which were initially prepared by the staff of the Division for Library Services and reviewed and revised by the Task Force. A reference is made under each policy statement and recommendation to an issue paper when one has been prepared. A list of the issue papers is contained in Appendix C, and copies of these papers can be obtained from the Division for Library Services. Because the Preliminary Report was acted on by the Task Force after the issue papers, its recommendations take precedence over those contained in the issue papers if a discrepancy occurs.

This report responds to library and information problems and needs which have been documented in variety of previous studies and documents. These include:

POLICY STATEMENT ON LIBRARY AUTOMATION, Wisconsin Department of Public Instruction, 1982.

WISCONSIN PUBLIC LIBRARY DEVELOPMENT AND FUNDING STUDY, Metrics Research Corporation, 1982.

COORDINATING THE ORGANIZATION OF LIBRARY SERVICES IN MILWAUKEE, Ernest R. Alexander and Lynne B. Judd, 1983.

REPORT OF THE COUNCIL ON LIBRARY AND NETWORK DEVELOPMENT ON STATE AID TO PUBLIC LIBRARY SYSTEM RESOURCE LIBRARIES, 1983.

REPORT OF THE COUNCIL ON LIBRARY AND NETWORK DEVELOPMENT ON STATE AIDS TO MEDICAL LIBRARIES IN HOSPITALS, 1982.

REPORT OF THE COUNCIL ON LIBRARY AND NETWORK DEVELOPMENT ON FUNDING FOR STATE LEVEL RESOURCE PROVIDERS, 1983.

REPORT OF THE COUNCIL ON LIBRARY AND NETWORK DEVELOPMENT ON REGIONAL ORGANIZATIONS FOR INTERLIBRARY COOPERATION AND RESOURCE SHARING: THE DEVELOPMENT OF MULTITYPE LIBRARY SYSTEMS IN WISCONSIN, 1982.

MULTITYPE LIBRARY COOPERATION, 1981-1983; State Superintendent's Annual Report, 1983.

COMPREHENSIVE LONG-RANGE PROGRAM FOR LIBRARY SERVICES IN WISCONSIN, 1982-1987.

OVERVIEW AND HIGHLIGHTS

OVERVIEW OF THE NEED

In a very real sense the FINAL REPORT OF THE STATE SUPERINTENDENT'S TASK FORCE ON LIBRARY LEGISLATION can be viewed as a culmination of several years of intense study and planning relating to to the library and information needs of Wisconsin citizens. The policy statements and recommendations in this report are intended to serve as the basis for a major thrust forward in the quality and accessibility of library services in Wisconsin. A basic assumption is made that libraries can and do play an essential role in meeting the educational, informational and recreational needs of individuals and organizations and in so doing contribute to the development and well being of the entire state.

While Wisconsin has some outstanding library and information resources, there still remains a wide disparity in the quality of library service available to the citizens of the state. Perhaps the most vivid example of this disparity is the fact that in 1984 there are still over fifty thousand Wisconsin citizens who do not have access to free public library service on an ongoing basis. There are many thousands more who have access to poorly supported and substandard public library service.

Disparities also exist in Wisconsin's elementary and secondary school library services to youth. School libraries form the basis for the first experience that many children have in exploration, finding and using information to meet their needs. Unfortunately, many Wisconsin children, especially at the elementary level, are faced with inadequate library collections, no professional library media specialist, and in some extreme cases, no central library at all.

Access to public libraries across jurisdictional lines has been greatly improved since the passage of the public library systems law in 1971. However, the stability and improvement of that access has been seriously jeopardized by equity of funding issues within and across county lines.

No library can hope to supply from its own collection all the materials and serivces necessary to meet the informational needs of its primary clientele. There is an increasing need for more cooperation and resource sharing among libraries of all types in order to meet the needs of the state's citizens.

Chapter 43 of the Wisconsin Statutes has not had a major revision since 1971 when public library systems were established. During that period numerous problems of clarification and interpretation have arisen. There is a need for significant revisions of Chapter 43.

This report responds to the needs and problems outlined above by providing specific recommendations and policy positions which contribute to: 1) improvement in the quality and equity of library services available through public, school, and other types of libaries; 2) stabilization and improvement in access to public libraries across jurisdictional lines; 3) improvement in the equity of support for public libraries by different governmental jurisdictions; 4) improvement in cooperation and the sharing of resources among all types of libraries; and 5) modification and improvement of legislation which relates to libraries.

HIGHLIGHTS OF THE REPORT

The report:

- States that public library service is a matter of statewide concern and there is a strong rationale for the State's involvement in the developing and funding of public library service (PS1).

- States that the support of adequate public library service is a joint responsibility of local, county, and state government (PS2).

- Recommends that the state provide financial support for statewide library automation projects (R3).

- Recommends that adequate and equitable funding be provided to those state level libraries such as the Milwaukee Public Library and the University of Wisconsin-Madison Libraries which are under contract with the Department of Public Instruction for the delivery of statewide library services (R4.3).

- Recommends that the Department of Public Instruction support adequate funding for other state level libraries such as the State Historical Society, the Legislative Reference Bureau, and the State Law Library which provide state level library services as a normal part of their service (R4.1).

- Recommends that the public librarian certification and recertification program be retained and improved (R5).

- Recommends a common statement of role for the state's 17 public library systems (PS3).

- Recommends an increase in the level of state aid for public library sytems and a change in the formula for distribution of the state aid (R6, R7).

- Recommends that funding be provided to public library systems to extend system services to other types of libraries (i.e., school, academic, special, and institutional libraries) on a voluntary basis (R14).

- States that except for counties over 500,000 population, counties have a role to provide public library services to residents of municipalities which do not maintain public libraries as well as a role in improving public library services throughout the county and in providing equity of support for public library services (PS4).

- Recommends that the Department of Public Instruction provide a new state aid program for strengthening local and countywide public library service and open access (R17, R18, R19, R20).

- Recommends that the Department of Public Instruction provide state funds for public library construction projects on a competitive basis with criteria established by the Department (R22).

- Recommends that school boards be required to adopt a materials selection policy (R28).

- Recommends that school districts borrowing materials through the public library systems be required to share library materials which are not in immediate or constant demand by their primary clientele (R29).

- Recommends that school district boards be required to meet specific standards for the staffing of school library media services (R30, R31, R32).

- Recommends that school district boards be required to provide library media services according to certain minimum specifications (R33).

- Recommends that the Department of Public Instruction maintain and strengthen its support for meeting professional information needs for K-12 educators and administrators through the Wisconsin Dissemination Program (R4.4).

- Recommends numerous other changes and revisions in the Statutes to clarify and improve the existing library legislation.

I. POLICY STATEMENTS AND RECOMMENDATIONS RELATING TO STATE LEVEL LIBRARY ISSUES

POLICY STATEMENTS

PSI. **That public library service is a matter of statewide concern and there is a strong rationale for the State's involvement in the developing and funding of public library service.**

Note:
The State's role in public library service dates back to 1872 when legislation was adopted authorizing cities and villages to establish public libraries and levy taxes for their support. That role has increased over the years and in 1971, with the passage of Senate Bill 47, the public library system law, Wisconsin began providing significant funding for public library development. Some reasons for the State's involvement in promoting and funding the development of public library services are:

1. Public libraries collectively represent a valuable educational and informational resource for Wisconsin. Not only do public libraries help support all other formal educational institutions in the state, but they constitute a major source of learning for all age groups in their own right. The State Legislature recognized the educational nature of public libraries by placing the responsibility for their development in the Department of Public Instruction. As educational agencies public libraries are clearly a matter of statewide concern.

2. The State has accepted a major responsibility for funding educational agencies and the libraries within those educational agencies. Public libraries deserve and require similar support.

3. While a good public library should be able to supply a substantial portion of its citizens' information needs, no individual community or county can afford to supply all of the library and informational resources that its citizens need. If additional resources outside of the local community are to be accessible, the State must play a role.

4. The quality and level of library service and library support varies tremendously from community to community and county to county. If there is going to be equity of service and equity of support, the State must play a role.

5. For a large portion of the state's population, the individual public library serves as the most accessible entry point into the collective knowledge and information resources of the state's libraries. It should be the policy of the state that all citizens have access to a public library.

Issue Paper: ST1

PS2. **That the support of adequate public library service is a joint responsibility of local, county, and state governments.**

Note:
The individual municipality is responsible for providing and funding basic library services for its residents. The county plays a role in the provision, coordination, and funding of public library services, and is expected to ensure that all residents have access to basic public library services. The State provides funding to public library systems to be used for supplementation and coordination beyond what can be done with local and county funds.

Issue Paper: ST1

RECOMMENDATIONS

R1. **That the following Legislation Declaration be added to Chapter 43 of the Wisconsin Statutes:**

Recognizing the importance of free access to knowledge, information, and diversity of ideas by all citizens, recognizing the critical role played by public, school, special, and academic libraries in providing that access; recognizing the major educational, cultural, and economic asset which is represented in the collective knowledge and information resources of the state's libraries; recognizing the importance of public libraries to the democratic process; and recognizing the most effective use of library resources in the state can occur only through interlibrary cooperation among all types of libraries; the legislature hereby declares as policy that making quality library resources, services, and information readily available to all citizens is a matter of statewide concern and through this chapter seeks to provide laws for the development and improvement of public libraries, school libraries, and interlibrary cooperation among all types of libraries.

Note:
A Legislative Declaration would add to the Statutes a clear rationale for the State's involvement in promoting and funding the development of public library service and interlibrary cooperation among all types of libraries.

Issue Paper: ST1

R2. **That the Division for Library Services develop a policy statement on how its role differs from that of public library systems, and on the relationship between the Division and systems.**

Note:
With the creation of public library systems there is a potential for overlap between the role of systems and the Division for Library Services. This needs to be clarified especially in such areas as consultation.

Issue paper: ST1

R3. **That the state provide financial support through the Department of Public Instruction for the statewide database and statewide automation consultation projects from state funds; that the Department develop, coordinate and provide partial funding for a statewide interlibrary loan telecommunications network in which all types and sizes of libraries are able to take part economically; and that public library systems be encouraged to give a higher priority to coordinating automation projects with all types of libraries within the system area.**

Note:
Most of the progress which has been made involving state level automation planning and implementation has been accomplished with Library Services and Construction Act funds. Currently, federal funds are used to support one automation consultant, the statewide database manager, a management information technician who programs and manages the MITINET project, the updating of the statewide database and production and distribution of the microfiche, a large percentage of statewide conversion of bibliographic records to machine-readable form, database search services and planning for use of improved telecommunication technology. This source of funding is appropriate for experimentation, but is insufficient for ongoing operations once a project has proved successful. It is also insufficient to fund most area or local projects. An estimated 1985-86 state appropriation request of $500,000 would provide funding for state level automation projects.

Some automation projects are currently technologically feasible and cost-effective to implement at the state level and others are not. Some library applications are primarily local in nature and others have a strong statewide impact. Some actions taken at a local level alone, even if primarily local in nature, may negatively effect statewide efforts or be incompatible with statewide or national projects.

The existing public library systems are in an excellent position to coordinate planning, negotiate contracts, purchase equipment or contribute funds toward its purchase, and assist in other implementation tasks when more than one library is involved. Systems do not, however, currently have this as a recognized mission, are not recognized as representing the interests of all types of libraries, and have no source of funding to plan and carry out major automation projects.

Issue Paper: ST8

R4. **That the following recommendations in regard to state level resource libraries be implemented:**

R4.1. **That those libraries which are defined by statute as having specific service responsibilities (i.e., the State Historical Society, Legislative Reference Bureau, Department of Public Instruction and the Supreme Court) have budgets adequate to provide the statutory**

requirements in a reasonable time and at an adequate level. The Department of Public Instruction should support adequate funding for state level services through the state budgets of these libraries.

R4.2. That the responsibilities and services of statutory state level resource providers be clearly defined and stated in the statutes.

R4.3. That funding for contractual state level resource providers be adequate to carry out contractual responsibilities and be determined on an equitable basis. Cost elements should be identified and applied to each situation. All costs necessary to supply specified statewide service should be reimbursed through the contracts unless otherwise paid for through state funds.

R4.4. That the Department of Public Instruction maintain and strengthen its support of professional reference needs for K-12 educators and administrators through the Wisconsin Dissemination Program; that this support include the provision of state funds for educational research based on on-line data base searches and the provision of staff to provide these services.

R4.5. That the Department of Public Instruction and the Council on Library and Network Development continue planning to fill those information needs presently unmet by current state level resource providers.

R4.6. That "significant" providers of materials and information beyond system areas on a statewide basis be compensated. A definition of "significant," based on use, needs to be determined by the Council on Library and Network Development and the Department of Public Instruction, with input from the library community. In addition, the number of libraries in that category needs to be identified, and the possibilities for reimbursing or compensating these providers needs to be explored. Differences in responsibilities and funding for statewide lending and area lending would need to be clarified.

Note:
In September 1983, The Council on Library and Network Development completed a study and produced the Report of the Council on Library and Network Development on Funding for State Level Resource Providers. This study and resulting report were completed in response to the directive of Wisconsin Statutes, Chapter 347, Laws of 1979 which states:

> "The council on library and network development shall study funding for state level library information resource providers and make recommendations to the state superintendent of public instruction. The council shall make its recommendations and the state superintendent shall transmit the recommendations to the governor and legislature by December 31, 1982."

The above recommendations come primarily from that report.

Some major problems in regard to resource libraries are:

Funding for statutory resource providers is not always adequate to carry out mandated responsibilities. In several cases, statutory resource providers have not been able to provide all the services required in the statutes in a reasonable time frame and at an adequate level.

The funding amounts for existing contractual arrangements for statewide services are not always adequate to carry out contractual responsibilities. For example, in 1981 a quota had to be placed on the number of requests Reference and Loan could refer to WILS (UW-Madison) and 3,000 requests had to go unanswered. Cost elements for some contracts have not been determined using a common methodology and it is difficult to compare services and costs. In 1983-84 the Department of Public Instruction had contracts with state level resource providers totalling $675,000.

There are differences in the services and access to services offered by state level resource providers to various types of libraries in the state, and thus library users. These inconsistencies sometimes create barriers to access to materials and information for users. The Reference and Loan Library has a collection primarily geared to the needs of public libraries. The collections on the UW-Madison campus are a primary resource for college and university libraries around the state. While some statutory and contractual resource providers such as Reference and Loan, the State Historical Society and Cooperative Children's Book Center, have materials and information to meet the needs of school personnel, there are gaps in this coverage and in access to these services for schools.

There are differences in the methods of payment for services provided by state level resource providers. Some providers assess fees; others don't. These differences sometimes create unequal and uneven access to materials and information by Wisconsin library users and sometimes promote inefficient or unnecessary sharing patterns. For example, the collection and the staff of the Reference and Loan Library are supported with state funds through the Department of Public Instruction budget. Thus all of the Reference and Loan services are provided at no cost to the libraries -- primarily public and school libraries -- using these services. However, libraries -- primarily academic and special libraries -- which must borrow materials from the UW Madison resources, must pay fees from their individual institution budgets to support staff to retrieve and send these materials. This service is available from WILS, a state level service governed by the Council of Wisconsin Libraries. School libraries are assessed a fee for data base searches through the Wisconsin Dissemination Project of the Department of Public Instruction. Libraries around the state are encouraged to access the State Historical Society through WILS (or through Reference and Loan and WILS). WILS provides the staff to retrieve materials from the State Historical Society and this is faster than going directly because the State Historical Society has insufficient staff to process requests in a timely fashion.

Some libraries are providing important statewide services, but are not being compensated or recognized for these services.

R5 **That the following recommendations in regard to public librarian certification be implemented by the Department of Public Instruction:**

R5.1. That the current requirements for the four grades of basic certification should be retained.

R5.2. That the philosophy behind the current certification and recertification should be retained: i.e. keeping the requirements broad and flexible to meet individual needs, and keeping responsibility for learning on the individual applicant.

Note:
Self-directed learning is appropriate for adults. Persons who take the initiative for their own learning will learn more and will learn better. In a time of rapid change, institutions cannot be expected to provide all learning experience; people must learn on their own.

R5.3. That the need for evidence of continuing education as a requirement for recertification should be retained.

Note:
The rationale for this requirement is well expressed in the Wisconsin Recertification Manual:

> "The rapid increase in human knowledge and changes in technology make it imperative that librarians increase their skills and knowledge through continuing education.
>
> The purpose of mandatory continuing education for public librarians is to upgrade the library profession and to enrich the individual librarian and to ensure quality library service."

R5.4. That the involvement of validators on the system level should be retained.

Note:
System staff know the librarians at the local level and are more likely to be familiar with course or workshops available locally. Retaining validation at the system level will help the process remain flexible. The role of the system validators was examined and explained at the time the law was passed, and this role should be retained, with some changes to make it work better.

R5.5. That the statutes be changed to strengthen the requirement that public library directors be certified.

Note:
Public libraries cannot be penalized by withholdings of direct state aids, since they do not receive such aids. But most libraries do belong to public library systems, and system aids and services could be withheld as a penalty for non-compliance. The law should state that a library must

have a certified director to become and remain a member of a public library system. This change in the law would put pressure on individual library boards to comply with the law, since most libraries will wish to retain the benefits of system membership.

R5.6. That an appeals procedure to resolve certification and recertification disputes should be established and information on it included in the instructions to applicants and validators.

Note:
DLS currently has a general appeals procedure outlined in Section PI 1 of the Wisconsin Administrative Code. This procedure has never been used in a certification appeal, but it is possible that it could be. The Division for Library Services (DLS) should explore the possibility of using this existing procedure. If it is determined that this cannot be used, then perhaps an Appeals Board should be established consisting of members from DLS, the Council on Library and Network Development (COLAND), and the public library community. This Board could oversee the entire certification process and provide a focus for a statewide "commitment to certification."

R5.7. That the intent, requirements, and processes of the certification and recertification program should be clarified.

Note:
DLS should develop written materials that will clarify the purpose of the program (especially that it is intended for directors) and the laws governing it; that will highlight the requirements for recertification so that applicants will know exactly what is expected of them; and that will set a limit for the waiting period for certification. These instructions should also clarify whether or not records approved by the validator will indeed be accepted by DLS.

DLS should also develop written materials for the validators that will clarify the interpretation of the recertification manual, the responsibilities of the validators, and the procedures they are to follow.

R5.8. That system validators should meet regularly to discuss their general concerns and specific problems and decisions.

Note:
A meeting should be arranged by DLS at least once a year. Clarifying the certification process for applicants and validators and having validators meet regularly should eliminate much of the inconsistency and inaccuracy in manual interpretation.

R5.9. That validators should take the responsibility of keeping applicants informed about possible continuing education opportunities.

Note:
Validators in library systems where continuing education opportunities are few should assist applicants in developing and implementing programs of self-directed learning.

Issue Paper: ST22

II. POLICY STATEMENTS AND RECOMMENDATIONS RELATING TO SYSTEM LEVEL LIBRARY ISSUES

POLICY STATEMENTS

PS3. That public library systems in Wisconsin:

PS3.1. Are organizations developed for the purpose of making quality library and information resources readily available to all residents of Wisconsin, for promoting development and improvement of public libraries, and for providing maximum opportunities for cooperation among all types of libraries in order to encourage the most effective use of the library resources of the state. Library systems provide every person with convenient access to library services; provide access to needed services and resources beyond the local area; make maximum use of services and resouces at all levels; and plan and develop library services.

PS3.2. Provide services when an existing library agency cannot or does not deliver a needed service, or when the system can provide the service in a substantially more effective manner.

PS3.3. Provide all counties and member libraries with clear opportunities for input into system direction, management, and service priorities.

PS3.4. Provide services which should in no way replace local efforts. This principle does not preclude the merging of services or the shifting of the administrative responsibility for services to the system provided local funding levels are not reduced.

PS3.5. Provide funds and programs which are not intended to impede local library growth and development. Some system funded services which increase in magnitude from year to year, or whose worth is recognized after due experimentation, may become locally funded.

PS3.6. Improve services to all citizens through their various libraries. The system will seek to deliver materials and services which are of direct benefit to each library. The system and member libraries may have different relationships with one another based on the individual needs of libraries.

PS3.7. Allow for different relationships with individual counties within the system. To the extent feasible, each county in cooperation with local library boards should have the primary responsibility for determining the general nature of that relationship. This flexibility allows for the system to respond to individual county needs and desires and provides for greater planning for library services at the county level.

Note:
As public library systems have been created and grown during the last ten years, they have each developed in different ways. While this diversity can

be seen as a good thing, there have been a number of problems and issues which have arisen as a result. A major problem is that a common role or purpose has not been developed which can be clearly articulated to the public and the legislature. This leads to problems in obtaining funding at the state and county level and to conflicts with other public library organizations at the local and county level. It also limits accountability. The above statements represent a potential common statement of role for public library systems. Such a statement would be an important tool to justify the need for systems to the public and the legislature.

Issue Paper: SY1

RECOMMENDATIONS

R6. That the indexing level for public library system aid be increased to 13 percent of local public library expenditures in the preceding year.

Note:
The current indexing level of 11.25 percent of public library expenditures does not generate an amount sufficient to carry out the service program of public library systems. The increase to 13 percent (estimated 1985-86 appropriation request $8,569,034) would provide more stability to systems. This increase plus the new aid program for countywide public library service would greatly improve public library service in Wisconsin. The 1984 state support level amounts to only $1.24 per capita. The increase would also allow a revision in the formula which would provide more equity of funding while not disrupting programs of any systems.

Issue Paper: ST3

R7. That the current formula for the distribution of state aid to public library systems be revised as follows contingent upon the adoption of a 13 percent indexing level:

R7.1 The geographic factor which would be computed first would be $6 per square mile for single county systems and $18 per square mile for multi-county systems.

Note:
The geographic factor provides an incentive for the creation of larger units of service which are more economical to administer. The increase to $18 per square mile will provide a greater incentive to form multi-county systems than currently exists.

R7.2. The second factor to be determined would be the expenditure factor. The expenditure factor would be reduced from 7% in 1985 to 6% in 1986, 5% in 1987, 4% in 1988, 3% in 1989, 2% in 1990, and would remain at 2% thereafter.

Note:
A significant problem occurs within the current formula. The three major factors in the formula are population, area, and expenditures. When the original formula was developed, population accounted for 30 percent of the dollars generated by the formula, area accounted for 30 percent of the dollars, and expenditures accounted for 40 percent. In 1983, population accounted for 34 percent of the dollars generated by the formula, area accounted for 13 percent of the dollars, and expenditures accounted for 53 percent. The result of this is that the library systems which contain libraries with high expenditures are getting an increasing share of the aids. This has the effect of working opposite to the concept of equity of library aid. If the indexing level remains constant, some libraries will receive a decreasing share of system aids.

The expenditure factor is based on a percentage of public library expenditures from local sources in the preceding year in the system area. It is intended to reward areas for increasing the support for public library service. The factor also encourages public library systems and public libraries to document actual public library costs on which the state aid pool is determined. The current 7% factor has come to dominate the formula and should be reduced.

R7.3. **The third formula factor to be determined would be a per capita factor. After the first two factors are determined the remaining amount will be distributed on a per capita basis.**

Note:
It is logical to distribute aid for public library service on a per capita basis, since this method is simple and easily understood. By distributing the remaining funds on a per capita basis instead of a set amount, the formula never needs to be prorated, further simplifying it.

R7.4. **No system would receive less dollars in 1986 than it would have under the current 1983-1985 formula. No system would receive less in succeeding years than it receives in 1986 unless the total amount allocated for state aid to systems is less than the 1986 amount.**

Note:
A "hold harmless" provision is necessary in order to avoid disrupting current programs of services as a transition to a more equitable formula takes place.

Issue Paper: ST3

R8. **That the Statutes be rewritten to clarify existing requirements for membership in a public library system by counties. Requirements for counties to participate in public library systems are recommended as follows:**

R8.1. **Prepararation of an initial plan for county wide library service by a county planning committee which provides for the extension of library service to those residents in the county outside of municipalities with libraries and which includes a financial plan for paying for that service.**

R8.2. **Maintenance of expenditures for public library service equal to an average of the previous three years (See Recommendation 11).**

R8.3. **Agreements with public library systems and individual municipalities which implement the plan for countywide library services and statutory requirements on an ongoing basis.**

Note:
In order to accomplish statewide goals and to provide accountability for the expenditure of state funds certain requirements are necessary. There is a lack of clarity in the Statutes concerning the current requirements for counties for participation in public library systems.

Issue Paper: ST10, SY14

R9. **That the Statutes be rewritten to clarify existing requirements for membership in a public library system by individual municipalities with libraries and to delete and add requirements. Requirements are recommended as follows:**

R9.1. **Legal establishment under Chapter 43.**

R9.2. **Location in a county which is a member of a public library system.**

R9.3. **Willingness to honor valid borrowers' cards from other system member public libraries within the system area and to serve residents outside of municipalities with libraries in the system area without special non-resident charges to those users.**

R9.4. **Willingness to participate in interlibrary loan of materials with other system libraries and the public library system.**

R9.5. **Maintenance of expenditures for public library service equal to an average of the previous three years (See Recommendation 11).**

R9.6. **A library administrator holding current Wisconsin public library certification.**

R9.7. **A written agreement between the public library board of each municipality participating in the system and the public library system board agreeing to participate in the public library system and to adhere to statutory requirements.**

R9.8 **Agreement to participate in the public library system for a minimum of three years.**

Note:
In order to accomplish statewide goals and to provide accountability for the expenditure of state funds certain requirements are necessary. There is a lack of clarity in the statutes concerning the current requirements for individual municipalities with libraries for participation in public library systems. Additional requirements are necessary to accomplish statewide goals and accountability.

Issue Paper: ST10, SY14

R10. That public library system boards should have the authority to reduce services or aids or to exclude from system membership any county or municipality within a county which does not comply with requirements. Guidelines for penalties should be developed by the Division for Library Services. Decisions of the public library system board may be appealed to the State Superintendent.

Note:
There is currently inadequate statutory authorization for enforcing requirements for participation in public library systems by counties and individual municipalities.

Issue Paper: ST10

R11. That the purpose of the maintenance of expenditures requirement in Section 43.24(2)(a) and (b) of the Statutes be clearly defined, that the requirement be applied to counties and individual municipalities as a requirement for participation; and that public library system boards have the authority to reduce services or aids or to exclude from system membership any county or municipality within a county which does not comply with the requirement.

Note:
There has been a major problem with the current maintenance of effort requirement since the penalty for lack of compliance is tied to public library systems which have no direct control over the appropriations of local or county government. Penalties to systems are not sufficient to influence the actions of local government.

Issue Paper: ST14

Statutory Reference: 43.24()(a)&(b)

R12. That the following recommendations in regard to system, county and library services and responsibilities be implemented:

R12.1 That the minimum service requirements of participants (libraries, counties, systems) be as follows:

A. Open access within the county.

Minimum criteria for compliance:

Public library systems:
1. Review and comment on county plans.

Counties:
1. Countywide needs assessment

2. County plan which includes:
   a) method for insuring equitable tax support for reimbursement of municipal or county libraries (if appropriate) for providing services to non-residents.
   b) countywide open access policies and procedures.
   c) agreements with libraries.

Public libraries:
1. Agreement with county for intra-county open acess.

B. Open access with adjacent counties.

Minimum criteria for compliance:

Public library systems:
1. Systemwide needs assessment.
2. System plan which includes:
   Provision for open access.
3. Review and comment on county plan.

Counties:
1. Inter-county needs assessment.
2. Plan with adjacent counties which includes:
   a) method for insuring open access across county lines.
   b) Inter-county open access policies and procedures with all adjacent counties.
   c) Inter-county open access agreements.

Public libraries:
1) Agreement with county for inter-county open access.

C. Interlibrary loan and reference referral.

Minimum criteria for compliance:

Public library systems:
1. Systemwide needs assessment.
2. System plan which includes:
   a) countract(s) with resource library(ies) for interloan and reference referral backup.
   b) provision for referral of requests within and beyond area.
   c) interloan and reference referral policies and procedures.
3. Review and comment on county plan.

Counties:
1. Countywide needs assessment.
2. County plan which includes:
   a) method for insuring equitable tax support for reimbursement of municipal or county libraries or the public library system, if appropriate.
   b) Countywide interlibrary loan policies and procedures.

c) Agreement with libraries and the public library system.

Public libraries:

1. Agreements with system and county for provision of interlibrary loan.

D. Improvement of public library services.

Minimum criteria for compliance:

Public library systems:

1. Review and comment on county plans.

Counties:

1. Countywide needs assessment.
2. County plan which includes:
   a) provision of services as necessary, e.g., books by mail, bookmobile, services to special users.
   b) improvement of services of member libraries.

Public libraries:

1. Agreement to participate in county plan for improvement of public library services.

E. Inservice training.

Minimum criteria for compliance:

Public library systems:

1. Systemwide needs assessment.
2. System plan which includes:
   a) provision of workshops for library staff, trustees, administrators.
   b) Continuing education policies and procedures.
   c) certification.

F. Delivery service.

Minimum criteria for compliance:

Public library systems:

1. Systemwide needs assessment.
2. System plan which includes:
   a) provision of interlibrary delivery service.
   b) delivery policies and procedures.

G. Communication system.

Minimum criteria for compliance:

Public library systems:

1. Systemwide needs assessment.
2. System plan which includes:
   a) provision of communication system among member libraries.

b) provision of communication system to state level resource providers and to other libraries in the state.
c) communication policies and procedures.

H. Consultant services.

Minimum criteria for compliance:

Public library systems:
1. Systemwide needs assessment.
2. System plan which includes.
   a) provision of consultant services to library staff, trustees, administrators.
   b) consultant policies and procedures.

I. Collection development.

Minimum criteria for compliance:

Public library systems:
1. Systemwide needs assessment.
2. System plan which includes:
   a) collection development, if necessary.
   b) collection development policies and procedures.

J. Services to special users.

Minimum criteria for compliance:

Public library systems:
1. Systemwide needs assessment.
2. Coordination of implementation of a system plan which includes:
   a) use of specialized staff, materials and techniques to implement services.
   b) policies and procedures for services to special users.

K. Cooperation with other types of libraries.

Minimum criteria for compliance:

Public library systems:
1. Systemwide needs assessment.
2. System plan which includes:
   a) provision for participation in planning for cooperative library activities with a group.
   b) policies and procedures for cooperative activities.

L. Automation and technical services.

Minimum criteria for compliance.

Public library systems:
1. Systemwide needs assessment.
2. System plan which includes:

a) provision of resource sharing tools.
b) automation policies and procedures.

M. Intersystem agreements with all adjacent systems.

Minimum criteria for compliance:

Public library systems:
1. Systemwide needs assessment.
2. System plan which includes agreement(s) with adjacent library systems for at least one of the following: continuing education delivery, communications, multitype services, sharing of specialized resources.

N. Agreements with other types of libraries.

Minimum criteria for compliance:

Public library systems:
1. Systemwide needs assessment.
2. System plan which includes agreement(s) with other types of libraries for at least one of the following: continuing education, delivery, interlibrary loan, communications, coordinated collection development.

O. Headquarters and resource library agreements.

Minimum criteria for compliance:

Public library system:
1. Systemwide needs assessment.
2. System plan which includes:
   a) provision of open access.
   b) provision for reference referral.

R12.2 That the membership requirements of participants (libraries, counties) be clarified. (See Recommendations 8 and 9.)

R12.3 That library, county and system purposes, goals, services and funding be clearly delineated. This is necessary for assigning current responsibilities and accountability and for clearly defining roles of libraries and systems in the development of multitype library services.

Note:
The roles and relationships of the system and county in the delivery of and accountability for public library/public library system services is not uniform in the state and is not clear in the Statutes. There is a shared responsibility for the provision of public library/public library system services without a clear delineation of specific responsibility and accountability for the participants (system, county, library) in the Statutes. A good example is open access.

Under current law, only the public library system can receive a penalty for non-compliance with a statutory service requirement. This is true even if it is an individual library which is breaking an agreement, e.g., headquarters

library service to residents or any member library refusing walk-in use to a resident of the system.

Wisconsin Statutes contain requirements for participation in a public library system (requirements for libraries and counties) as well as specific system service requirements. Only the public library system service requirements (43.24(2)(a)-(h)) are tied specifically to receiving state aid.

Some required public library system services are not given a high priority or funding in system plans. Some non-mandated or optional public library system services are provided by a number of systems.

Issue Papers: ST10 SY12

Statutory Reference: 43.24(2)

R13. That the public library system service requirement for continuous planning for "providing service to isolated, disadvantaged, and handicapped residents" be strengthened to include implementation of its plan.

Note:
Such a requirement might read:
"A public library system shall by the end of the third year of its operation coordinate the implementation of a written plan of service to users with special needs within its system area." As now written, a system could include a section on planning for special users within its annual plan and evaluation year after year and never be obligated to make the plan operational.

In general, the public library systems in Wisconsin have gone beyond the legal requirement for this service mandate and have developed substantive programming for use with special needs. It would be advisable to change the "special needs" component of 43.24(2)(g) to reflect, not only what is desirable in terms of this service requirement, but also what is actually happening.

Issue Paper: SY13

Statutory Reference: 43.24(2)(g)

R14. That public library systems may provide for multitype library services among all types of libraries, but without major changes to the current governance structure of the public library systems. That systems be encouraged to contract for such services with existing area multitype library councils or consortia. That additional state funding be provided to system boards in the amount of $500,000 in 1986 and $525,000 in 1987 to be distributed on a per capita basis specifically for multitype library activites. That the decision to expand the role of public library systems to provide library services to all types of libraries is voluntary. That requirements and criteria must be met if funds are requested to extend services to all types of libraries in an area.

That all public library systems be required to create or adopt an existing librarian advisory committee to better represent the interests of all types of libraries.

That county boards be encouraged to appoint system board members representative of the interests of all types of libraries.

Note:
Possible criteria for competitive multitype library services demonstration projects:

- Needs assessment
- Mechanism for public library system board to select a librarian advisory committee representative of the interests of all types of libraries
- Plan for extending services to school libraries, institution libraries and other libraries in the area
- Plan for encouraging representation of various interests of all types of libraries on the system board
- Budget
- Evaluation mechanism
- Appropriate staffing to facilitate, coordinate, and promote participation of all types of libraries in resource sharing and inter-library cooperation.

A number of requirements exist in Wisconsin Statutes which are relevant to library cooperation or resource sharing programs. The State Superintendent of Public Instruction, the Council on Library and Network Development, and public library systems have responsibilities in the areas of intertype library cooperation among all types of libraries. In addition, there are a number of area level library cooperation organizations which are not authorized in statute but were established to encourage the development of cooperative programs among libraries to benefit the clientele of all libraries.

Several study efforts in Wisconsin have focused on the need for effective resource sharing programs among different types of libraries. Although there has been general agreement on many of the issues related to library cooperation programs, there has been a diversity of opinion as to governance and funding recommendations.

A major problem in the area of library cooperation activities has been funding. There is no stable source of continuing funding designated for the full range of library cooperation activities for various types of libraries. Library Services and Construction Act funds are not meant to provide funds for ongoing projects, but to provide funding for innovative demonstration projects. Other sources (fees, dues of organizations, public library system funds, donated or volunteer time of library staff and materials) are not adequate and are not appropriate for the ongoing nature of library cooperation activities. A second problem area is the distribution of funds. There has been general agreement for some level of state funding for library cooperation activities. Because public library systems have a statutory responsibility to plan and implement cooperative activities among area libraries, it is virtually impossible to fund nonstatutory library organizations in the same area for this purpose.

In addition, at present there is insufficient data to determine adequately the costs and benefits of all public library system services or of these services expanded to other types of libraries. (It is hoped that some of this information will be obtained in the Title III Library Services and Construction Act 1983-84 grant projects.)

A final problem relates to an imbalance in funding and requirements for area cooperative activities. In Wisconsin, only public library systems have a specific statutory requirement to provide cooperative library services with other types of libraries. Public library systems receive state aids based on this and other requirements. This imbalance in requirements and funding is also reflected in governance and planning of cooperative activities. It is difficult to equitably plan and implement cooperative library services if the governance structure was designed to represent only public libraries. An additional perceived inequity is the fact that only the public library systems are mandated in the Statutes to cooperate with libraries of other types.

After basic public library service and funding issues have been studied and resolved, public library systems are the logical statutory basis on which to build. Although it is important to take into consideration non-statutory, informal cooperative arrangements which have existed in the state, it is vital to build on and improve current statutory structure.

Issue Paper: SY7

R15. That state institution libraries participate in the future implementation of the multitype library concept.

Note:
The involvement of state institution libraries in the future implementation of the multitype library concept would give the institutions an opportunity to participate in area level networking. State institution libraries, that is, libraries in the Department of Health and Social Services, Department of Public Instruction and Department of Veterans Affairs, offer an excellent "type" of library to participate in the transition from public library to multitype library systems since it would be relatively simple to accommodate them within a multitype framework. Since most are within the Department of Health and Social Services, there would be only one governance and funding structure to deal with. In addition, the number of institution residents wishing to utilize interlibrary loan and reference and referral service would be manageable for a public library system experimenting with transition to a multitype system. Since service to state institutions would include service to staff as well as to residents, a wide variety of types of requests would be generated. Interlibrary loan requests from institution residents generally fall within a public library framework, while staff could be expected to generate requests better handled by special and academic libraries.

Finally, since the Department of Health and Social Services has just begun to explore how the major recommendation in the Department's long-range plan supporting networking might best be realized, participation in area multitype projects would offer an excellent opportunity to test the feasibility of that option.

Issue Paper: ST 23

R16.1 That the Department of Public Instruction clarify the definition of and the requirements for a public library system resource library, based on services, materials, and other criteria, but that all currently designated public library system resource libraries and headquarter libraries continue to be qualified to serve as public library system resource libraries and headquarter libraries.

Note:
Section 43.15(1)(a) of the Statutes requires that a public library system have at least one legally established library in a city with a population of 30,000. This section allows one system without such a library, the Southwest Wisconsin Library System, to contract with a library in another system for resources and services. The intent of the original legislation establishing public library systems was that each system be built around a strong public library resource library.

The only requirement of the Statutes is that the system contain a public library in a city of 30,000. It offers no guidance as to the level of resources which the library must be able to provide. It could be argued that a certain level of resources and access to resources is a more reasonable requirement than a requirement for a city of a certain population.

Issue Paper: SY14

Statutory Reference: 43.15(1)(a)

R16.2 That public library systems be allowed with the approval of the Department of Public Instruction to make alternate arrangements for a system resource library if a currently designated resource library fails to enter into a contract with the public library system.

If the county in which the city of 30,000 is located withdraws from a multi-county system and there are no other cities of 30,000, the public library system would be without a resource library. This could mean the destruction of the entire system, affecting counties which had no voice in the decision to withdraw. The same would hold true if the city containing the resource library were to withdraw.

Issue Paper: SY14

Statutory Reference: 43.15(1)(a)

III. POLICY STATEMENTS AND RECOMMENDATIONS RELATING TO COUNTY AND MUNICIPAL LEVEL LIBRARY ISSUES

POLICY STATEMENTS

PS4. **Except for counties over 500,000 population, a role of county governments shall be to provide public library services to the residents of municipalities which do not maintain public libraries. The county also has a role in improving public library services throughout the county and in providing equity of support for public library services.**

Note:
The county is considered by some to be intermediate to the municipal library on the one hand and to the public library system on the other hand. Because public libraries cannot join public library systems unless the county they are in participates, in a sense the counties represent all public library services within the public library system.

This unique role of the county is spelled out in the current statutes whereby counties, upon joining a public library system, are required to have a written agreement with each municipality in the county that maintains a public library. The county is also required to have a written agreement with the public library system. These written agreements address the following:

1) The library services that are to be provided by the headquarters library or other system participants;
2) The library services which the county will furnish to residents of those municipalities not maintaining a public library.

Issue Paper: C1

RECOMMENDATIONS

R17. **That the Department of Public Instruction provide a new state aid program for strengthening local and countywide public library service and open access to be distributed to public library system boards. Allocations would be based on an approved county plan.**

Note:
The purpose of the aid would be to:

1) Preserve open access for all county residents to all public libraries through walk-in service and interlibrary loan service.
2) Improve the equity of tax support for library services within the county.
3) Improve the basic quality of library service within the county.

The recommendation to distribute state aids on a county basis is made since the county unit of government is the natural entity to plan for local library service because counties provide political boundaries which,

when taken together, encompass all of the state's citizens. This is a logical progression from the theory of library systems which require county participation.

The intent of this proposal is to establish a planning entity, either 1) a county library board or 2) a county planning group under the jurisdiction of the system board, which will provide continuous planning and evaluation of library services within the county. In most counties, this formal county planning activity ceased to exist after the counties joined library systems.

This new aid program is designed to supplement the existing state aid program to systems but at a more local level. The intent is for the services provided by aids at the county level to be complementary to the services provided by system aids. County planning and services must be coordinated with system services.

The county proposal was developed with the intent to allow for maximum flexibility and local option in the county planning for the provision of library services to county residents.

A county library board is any library board established under Chapter 43 which is appointed to represent the entire county. Library boards established under Sections 43.54, 43.56, 43.60 would be eligible. A single county public library system board would also be a county library board. If a legal county library board did not exist, the public library system board would serve in its place. There is no intent that a new public body would have to be created as a result of this recommendation.

Issue Paper: ST4, C3

R18. **That the amount of money to be distributed under the new state aid program would be based on an indexing level of 10% of local public library expenditures for the preceding year, and that it be distributed on a per capita basis.**

Note:
The concept of indexing allows state aid to keep pace with inflationary costs. The 10% level (estimated 1985-86 appropriation request $6,591,565) would provide a sufficient amount to make a significant impact on the funding problems which currently exist at the county level. A per capita amount was judged to be the most logical method of distributing state aid at the county level.

Issue Paper: ST4

R19. **That the aid under the new state program would only be distributed within counties meeting the following requirements:**

R19.1. **Participation in a public library system.**

R19.2. **Development of a plan by a county library board or a county planning group under the jurisdiction of the system board with approval by the Division for Library Services which shall include:**

- a. **A method of insuring equitable tax support for reimbursement of municipal libraries for providing services to non-residents.**
- b. **A plan for providing open access and interlibrary loan service.**
- c. **Inter-county agreements for open access with adjacent counties.**
- d. **A plan for providing library service to residents outside of municipalities with libraries.**
- e. **A plan for strengthening and improving local and countywide library service.**

R19.3. **A minimum level of per capita support for that area of the county outside of municipalities which qualify for the county library tax exemption. The minimum level would be $1.00 per capita in 1986, $2.00 per capita in 1987, $3.00 per capita in 1988, and $4.00 per capita or 25 percent of the statewide average local support for public libraries for the preceding year, whichever is greater in 1989 and thereafter. A county not meeting minimum levels would receive aid on a pro-rated basis according to the percentage of the minimum level which it achieves. However, no county will be funded which does not meet 75% of the minimum level as detailed above.**

Note:
Counties or municipalities not meeting the requirements would not be able to participate in the aid program. The plan for countywide library services would have to be reviewed by the public library system board prior to final approval by the Division for Library Services. The general outline and substance of the plan should be presented to the county board of supervisors at the time of the county budget approval. A public hearing on the plan should take place prior to submission of the plan to the Division for Library Services.

Issue Paper: ST 10

R20. **That the new state aid program be used to address the equity and open access problems of the system resource library.**

Note:
The responsibility for reimbursing system resource libraries would be at the county level where most of the resource library non-resident use occurs. Increased support through state aids at the county level should make possible a higher level of reimbursement to those libraries with the heaviest non-resident use. Increased funds to county libraries and planning for countywide library services could provide for more equity in the support of library services between municipalities supporting public libraries and those not supporting public libraries.

Issue Paper: ST5

R21. **That interlibrary loan and reference referral at the system level continue to be funded with state aid to systems and the current mechanisms be maintained. While a portion of the expense for interlibrary loan and reference referral should be at the county level for county residents, the system should be expected to fund supplementary services and services across county and system lines.**

Note:
Interlibrary loan and reference referral are statutory requirements for public library systems. While a portion of the expense for interlibrary loan and reference referral should be at the county level for county residents, the system should be expected to fund supplementary services and services across county and system lines.

Issue Paper: ST5

R22. **That the Department of Public Instruction provide state funds for public library construction projects on a competitive basis with criteria established by the Department.**

Note:
Based on a 1980 survey of public library facility needs in Wisconsin, on the response to the 1983 "jobs bill" and Library Services and Construction Act Title II grant program and other sources, the Division for Library Services has identified a minimum of 70 potential public library construction projects across the state in need of approximately $50,000,000. Most of the projects represent a need for new or expanded space. They do not represent an additional need for facilities to be remodeled for energy conservation and handicapped accessibility.

Almost all of Wisconsin's public library facilities serve an area which is larger than the municipality in which it is located and which is now expected to provide the funding for the facility. This is especially true of county and system resource libraries. Except where there are consolidated county public libraries, counties have rarely assisted in the construction of public library facilities. The same holds true for town government.

The size of the population served is a key factor in determining how large a public library facility should be in order to provide adequate service. However, a municipality which is faced with funding a building is not likely to look favorably on making the facility large enough to serve non-residents when it is not getting any funding to do so. The result may be an inadequate facility or the compounding of a basic inequity.

Based on the need, an annual appropriation of $1 million or more could be justified.

Issue Paper: ST9

R23. **That the Statutes be revised to exclude counties from the definition of municipalities in Chapter 43, and that county library organization and governance be clarified in other parts of the Statutes, including the capability to form consolidated county libraries which are not public library systems.**

Note:
Though the 1971 library legislation requires counties to plan for library services to the "unserved" before joining library systems, the statutes do not cover how county library services should be governed. Some county boards of supervisors assign the responsibility for county library service to committees within the county board structure, others appoint county residents to serve on county library advisory committees or boards which report to the county board of supervisors, and in some counties, the county board of supervisors as a whole has responsibility for library services.

In single-county public library systems, the library system is an agency of the county. The library system board governs the county funds as well as the use of state aids. The term "agency" is not defined.

There are six consolidated county libraries in Wisconsin. In most of these counties, the libraries are administered centrally, and one library board governs the activities of the libraries. The statutes allow a county with a population 150,000 or more to establish a consolidated county library. The statutes do not refer to the establishment of consolidated county libraries in counties with less population. Only one of the six counties having consolidated county libraries has a population over 150,000.

The Statutes include counties in the definition of "municipality." As a result, when counties with less than 150,000 population have established consolidated county libraries they have had to use the Statutes which refer to the establishment and board composition of municipal libraries.

The Statutes appear to allow for separate municipal libraries to exist within consolidated county libraries. Some of the six county libraries receive funds from municipalities in which the libraries are located. In one consolidated county library, each municipality with a library maintains a library board that serves in an advisory capacity to the county library board.

Issue Paper: C2

R24. **That Section 43.64 of the Statutes not be revised.**

Note:
The statutes allow municipalities that support libraries at or above the county tax levy to be exempt from the county tax. A recent Attorney General's opinion (OAG 51-83) issued by Bronson LaFollette on November 28, 1983, states that municipalities supporting libraries are entitled to exemptions when the county levies a specific library tax or when the county finances library services through a general tax.

In April, 1983, Attorney General LaFollette provided another opinion regarding exemptions (OAG 16-83). This opinion addresses the issue of which calendar year municipalities use to determine the amount of library expenditures when requesting an exemption.

The primary intent behind allowing municipalities to be exempt is to protect taxpayers from paying twice for library services. Some counties use the county tax to reimburse libraries for use by residents of municipalities that don't support libraries. In those cases, the exemption statute protects residents of municipalities that have libraries from being taxed to pay for services that are used by residents who don't live in municipalities supporting libraries. In some counties, all the municipalities with libraries exempt themselves, and the towns pay the full burden of the county tax.

Some counties use the county funds to reimburse libraries for all non-resident use, including use made of the library by residents of municipalities supporting other libraries. Some counties also use county funds to support services that are provided to all residents of the county, such as books-by-mail. If municipalities maintaining libraries exempt themselves from this tax, then their residents are not taxed for the services they are receiving.

While the current exemption provision poses serious problems to some areas of the state, other areas are highly dependent on the protection provided by the current provision and do not wish to see any change made.

Issue Paper: C3

Statutory Reference: 43.64

R25. **That the Department of Public Instruction develop guidelines for methods for counties to reimburse libraries for open access lending to include interlibrary loan.**

Note:
There are no state guidelines or requirements which assist counties when they consider methods for determining reimbursement.

R26. **That approval of the county board of supervisors and the county library board if one exists be required before a town can participate in the establishment of a joint library or establish a public library itself.**

Require that before such approval be given an opinion be provided by the Division for Library Services. All existing public libraries established by town governments should be allowed to continue to exist.

Note:
The town unit of government in Wisconsin is actually a subdivision of state and county government for certain administrative purposes and for the delivery of services to rural areas. Counties have assumed some of the functions formerly provided by towns.

Although town governments can establish public libraries, there are very few which have elected to do so. Prior to public library system development many towns contracted with city or village public libraries for library service. The requirement for county involvement in public library systems eliminated most of these contracts. Some towns participate with other units of government in providing joint libraries.

Involvement of town government in public library service can be in direct conflict with county involvement. Legislation (Ellis Amendment to 43.64) enacted in 1982 made it possible for towns contracting with cities or villages to exempt themselves from a county library tax. This provision had the potential of destroying the county's ability to provide adequate library service to all residents by reducing the tax base necessary to do this. Although the amendment was repealed, a similar argument could be made against the joint library provision.

The county unit of government should have the major repsonsibility for public library services outside of municipalities with libraries.

Issue Paper: M2

Statutory Reference: 43.56

R27.1. **That public library systems and the Department of Public Instruction should provide assistance to individual public libraries in strengthening relationships with local governing bodies and in clarifying the legal issues and options involved in the home rule/library board powers controversy (See also PS1 and R1).**

R27.2. **That section 43.48(4) of the Statutes be amended to read, "The Library Board shall appoint the librarian . . ."**

Note:
The issue of public library board power vs. municipal home rule is an old one in Wisconsin. This issue is one which has often created friction between the local library board and the local governing body. At stake for library boards are insulation from the political arena and the right to establish policies concerning access to library services, information and materials. At stake for local governing bodies is the right to govern themselves in local matters without interference from other boards or commissions or state policies.

Historically the public library board has been removed from direct political control because of its involvement in knowledge and education and the need to allow for a diversity of ideas in the materials contained in the library. Allowing the public library to come under the direct control of a political body could endanger the very essence of the public library idea. Selection of library materials, determination of library service and use policies, and establishment of service priorities are areas where serious problems could occur.

The basis for the powers of public library boards is found in Section 43.58 of the Wisconsin Statutes. The most pertinent subsections are 43.58(1) and (4). Subsection 43.58(1) states:

> "The library board shall have exclusive control of the expenditures of all monies collected, donated or appropriated for the library fund, and of the purchase of a site and the erection of the library building whenever authorized. The library board also shall have exclusive charge, control and custody of all lands, buildings, money or other property devised, bequeathed, given or granted to or otherwise acquired or leased by, the municipality for library purposes."

Subsection 43.58(4) states;

> "The library board may appoint a librarian and other assistants and employees as it deems necessary, and prescribe their duties and compensation. Section 43.58, Wisconsin Statutes."

The basis for home rule for villages and cities is in Article XI, Section 3 of the Wisconsin Constitution which states:

> "Cities and villages organized pursuant to state law are hereby empowered, to determine their local affairs and government, subject only to this constitution and to such enactments of legislature of statewide concern as shall with uniformity affect every city or every village."

Constitutional home rule for villages and cities is implemented through Section 66.01 of the Wisconsin Statutes. Counties and towns are not covered by constitutional home rule.

Issue Paper: M3

IV. POLICY STATEMENTS AND RECOMMENDATIONS RELATING TO SCHOOL LIBRARY MEDIA ISSUES

POLICY STATEMENTS

PS5. **That it is vital that public school districts select the best and most appropriate materials for student and teacher use on the basis of a written, board-approved selection policy.**

Note:
The current administrative rules for s. 121.01(1)(h) include the following requirement:

> that all students have access to a current balanced collection of books, basic reference materials, texts, periodicals, and audiovisual materials which depict in an accurate and unbiased way the cultural diversity and pluralistic nature of American society.
>
> The provision of a policy for the selection of materials is needed to help assure the acquisition of the best possible resources for school students.

Issue Paper: Sch 1

Statutory Reference: 121.02(1)(h)

PS6. **That, to provide the best possible library services to the persons they serve, librarians of all types should work together to supplement and strengthen each others' services.**

Note:
The Department of Public Instruction strongly supports and encourages the development of formal arrangements through which the resources in instructional media programs are shared with media programs in other school districts and with public, academic, and special libraries.

Issue Paper: Sch 2

PS7. **That school library media programs must be adequately staffed by professional and support personnel at the building and district level, proportionate to the number of students enrolled, in order to provide a minimum number and level of library media services.**

Note:
Section (1)(h) of Chapter 121.02 of the Wisconsin Statutes requires a school district to "provide adequate instructional materials, texts, and library services which reflect the cultural diversity and pluralistic nature of American society." Although the criteria for meeting the requirements of this statute found in PI 8.01 of the Wisconsin Administrative Code stipulate that students in secondary

grades be provided "with library media services performed by department certificated library and audiovisual personnel," no staff to student ratio is suggested. As a result, students in grades K through 12 vary considerably in their access to a qualified professional library media specialist, with the greatest need being felt at the elementary level.

Furthermore, coordination at the district level of library media programs throughout all the buildings of a school district is addressed only partially in the Administrative Code, by requiring that a certified person "be designated to provide direction and coordination for the district's library media program." Token compliance has been the rule rather than the exception, and the majority of school districts lack the leadership and coordination of services that could bring about the desired efficiency and effectiveness in operations.

Issue Paper: Sch 3, 4, 5

Statutory Reference: 121.02(1)(h)

PS8. **That all school districts should meet minimum standards for school library media programs.**

Note:
Despite the broadly worded requirement in ss. 121.02(1)(h) for the provision of library media services, and administrative rule PI 8.08 which sets general criteria, school districts vary widely in the number and quality of materials, facilities, and services they provide students and teachers through library media programs.

Issue Paper: Sch 7

RECOMMENDATIONS

R28. **That the administrative rule for s. 121.02(1)(h), Wisconsin Statutes, require a school board-approved materials selection policy for every public school district.**

Note:
Section 121.02(1)(h), Wisconsin Statutes, requires that school districts "provide adequate instructional materials, texts, and library services which reflect the cultural diversity and pluralistic nature of American society." The basis for selection of materials is found in materials selection policies, yet 32 percent of Wisconsin school districts do not have such policies.

Issue Paper: Sch 1

Statutory Reference: 121.02(1)(h)

R29. That Chapter 43.72(1)(2) of the Wisconsin Statutes be amended by adding that school districts borrowing materials through the public library systems be obligated to reciprocate by sharing with other participating libraries materials which are not in immediate or constant demand by their primary clientele. It will be the responsibility of the school board to define its own clientele and services and its policy toward other users. While respecting curriculum needs, such policies should strive to encourage the sharing of materials and keep limitations on loaned materials to a minimum.

Note:
Existing legislation permits school districts to share resources with other libraries. Some school districts which borrow materials from other types of libraries through the interlibrary loan network are not willing to share similar resources with others.

Issue Paper: Sch 2

Statutory Reference: 121.02(1)(h)

R 30. That the Statutes require one professionally certified full time equivalent (FTE) library media specialist be employed as a minimum for every 400 students in grades K through 6 and a minimum of one support staff member for every 400 students to assure that professional time is not spent on clerical tasks. That the actual presence of professional and support staff in a specific building be determined proportionately by the number of students served therein. That this recommendation be phased in over a three to five year period. That individuals employed as library media specialists to meet this requirement not be assigned duties not related to their role as library media specialists if this would delute the intent of this requirement.

Note:
Without access to professional library media staff, elementary teachers are hindered from using the many instructional materials available to work successfully with individual students. Likewise elementary students lack expert guidance to help them find the books and other materials that are right for them and to receive the instruction needed to become independent learners skilled in using libraries and their resources. Although the responsibilities of operating an elementary school library media program have increased with the expansion of instructional technology, and although the state has provided steadily increasing financial support for the library media program, school districts have reduced staffing of library media programs, particularly at the elementary level. The 400 to 1 ratio is less demanding financially on a district than the ratios recommended in recognized national and state recommended standards, and is seen as the very minimum needed to provide essential information services to teachers and students.

Issue Paper: Sch 3

R31. That one professionally certified full time equivalent (FTE) library media specialist be employed as a minimum for every 400 students in grades 7 through 12 and a minimum of one support staff member for every 400 students to assure that professional time is not spent on clerical tasks. That the actual presence of the professional and support staff in a specific building be determined proportionately by the number of students served therein. That this recommendation be phased in over a three to five year period. That individuals employed as library media specialists to meet this requirement not be assigned duties not related to their role as library media specialists if this would delute the intent of this requirement.

Note:
Despite the Administrative Code requirement that professionally certified staff be employed to provide services to students in secondary grades, the ratio of certified library media staff varies considerably among Wisconsin's secondary schools. This personnel difference is reflected in the wide variation in quality and number of services provided. Despite increasing responsibilities for secondary school library media specialists and increasing state financial support for building library media collections, school districts continue to reduce the staffing of library media programs. The recommended 400 to 1 ratio is less demanding financially on school districts than the ratios recommended in recognized state and national recommended standards. This recommendation will establish equity in access to resources, to professional assistance in obtaining information from locally held resources and other libraries and information agencies, and to instruction in the use of library and information technology for Wisconsin's young people. The recommendation will also provide secondary school teachers with information specialists needed to provide them with the resources and technical assistance to handle the learning needs of students with widely differing ability and interest levels.

Issue Paper: Sch 4

R32. That the administrative rule for ss. 121.02(1)(b) require that professionally certified library media specialists be employed to coordinate the school district's K-12 library media program according to the following minimum staffing patterns:

a. Districts with student enrollments of 3,000 or more are required to have one full-time district library media coordinator.

b. Districts with an enrollment of 2,500 to 2,999 students have the option of a full-time or half-time district library media coordinator, the decision regarding full- or half-time to be based on specific factors such as responsibilities beyond those listed for District Library Media Coordinators in "Standards for Instructional Media Programs 1977-1982", the extent of central services historically provided by the district, and the number of school buildings located in the district.

c. **Districts with student enrollments between 1,500 and 2,499 are required to have a half-time district library media coordinator.**

d. **Districts with student enrollments between 750 to 1,499 are required to have a one-fourth-time district library media coordinator.**

e. **Districts with student enrollments below 749 are required to provide a minimum of 15 days of released time for district level activities.**

That this recommendation be phased in over a three to five year period. That individuals employed as library media specialists to meet this requirement not be assigned duties not related to their roles as library media specialists if this would delute the intent of this requirement.

Note:
School districts are required to have a certificated library media professional who coordinates library media programs in the district. It is common practice in Wisconsin's public school districts to assign a building level library media specialist additional responsibility, at least in name, for coordination of the district's library media program. Naturally building level school library media specialists focus on the specific tasks that relate to services in their own buildings. Unless time is provided for accomplishing the district level responsibilities, building level professionals cannot be expected to provide the level of leadership and coordination needed for planning and evaluation, satisfactory articulation of the library media skills program, group purchasing of equipment and material orders, effective communication among school library media professionals and with district administrative staff, district-wide equity in resources, staff and services, and appropriate introduction of new technology. This recommendation provides for a minimum level of released time to provide the needed leadership.

Issue Paper: Sch 5

R33. **Require in Chapter 121.02(1)(h) of the Wisconsin Statutes that every school district provide library media services according to the following specifications:**

R33.1 **Every school, regardless of size, location, or grade level, shall provide the following library media services:**

1. **Integration of the resources and activities of the library media program with the other activities in the school's educational program.**

2. **A program of library media skills instruction integrated with classroom curricula.**

3. Guidance for all students in selecting appropriate media for reading, listening, viewing, and other learning activities.

4. Collaboration with teachers in selecting, locating, designing, and producing materials for use in classroom teaching and student projects.

5. Coordination of the school library media program with other library media programs and services within the district.

6. Provision of educational resource materials for teachers including guides for selecting instructional materials.

R33.2 A comprehensive evaluation of each school's library media programs, including its relationship to the school's curricular goals shall be conducted at least every five years, performed by an internal or external team composed of a library media specialist and representatives of the faculty, administration, student body, and the school board or community. This comprehensive evlauation shall be supplemented by an annual review of goals and objectives and an assessment of the extent to which they have been accomplished.

R33.3 To assure that the resources and space needed for these services are provided, all schools shall meet at least the minimum level of criteria for collections and facilities as specified in the current edition of recommended standards for school library media programs published by the Department of Public Instruction.

Note:
Clearly stated minimum requirements will assure provision of a basic level of library media services for every student on an equitable basis. Stating the requirements in a supplementary document keeps the Statutes uncluttered, and it provides the specifications in an easily updated format.

Issue Paper: Sch7

V. POLICY STATEMENTS AND RECOMMENDATIONS RELATING TO GENERAL/MISCELLANEOUS LEGISLATIVE ISSUES

R34. **That "informal or" be deleted from Section 43.001(5) of the Statutes leaving as the definition, "Network means a formal arrangement between libraries or other information and service organizations whereby materials, information, and services are exchanged and made available to potential users."**

Statutory Reference: 43.001(5)

R35. **That the statutory language concerning provision of library services to the blind and physically handicapped persons be changed to read: The Division for Library Services shall contract for provision of library services to blind and physically handicapped persons.**

Note:
The present statutory language limits the Division for Library Services to contracting with a single library agency. If other methods of administering library service to the blind and physically handicapped are needed, this change would make it possible to implement them.

Statutory Reference: 43.03(6)

R36. **That the duties of the State Superintendent be expanded to include the responsibility to provide a clearinghouse to collect and disseminate information regarding appropriate continuing education activities available to teachers, librarians, and other education professionals in Wisconsin.**

Note:
Until 1981, the division had a full-time editorial position for its journal and newsletter. The editor maintained a card file of workshops, conferences, course, and other educational activities of interest to Wisconsin librarians and published as much information in Channel DLS as feasible. Since the editorial position was eliminated, no file has been maintained, nor has the Channel provided a comprehensive listing of activities.

As a resolution submitted to the State Superintendent by the Wisconsin Library Association in November 1982 stated, such information is needed, not only because continuing professional development is important and because it is mandated by the Department, but because such information is genuinely difficult and costly to locate.

R37. **Consolidate within a single agency the responsibility for carrying out the state document depository program including designating depository libraries, acquiring, cataloging and distribution of documents, and the production of a checklist of Wisconsin documents. Assign this responsi-**

bility to the Wisconsin State Historical Society and allocate funds for staff and equipment to carry out an improved and slightly expanded program.

Note:
There are a number of problems with the present program including, lack of a standard definition of a document, lack of a single agency responsible for the program, lack of sufficient staffing to carry out the program, and great difficulty collecting and cataloging documents.

The major advantages of this program would be:
1. Consolidation of responsibility within a single agency.
2. Increased and more timely bibliographic control.
3. Each agency will need to print fewer copies of their publications for distribution.
4. More libraries will be able to have access to all documents, rather than selected documents, due to production of microfiche.
5. Storage of documents at all libraries will require less space.
6. Better archival control of government documents.
7. Increased access to state documents by the public.

Issue Paper: G6

R38. That section 43.05(11) of the Statutes, which requires the Division to maintain a library, be changed and expanded to accurately reflect the services currently provided and the clientele served.

The Division shall maintain a library which supplements the collections of all types of libraries in Wisconsin by providing specialized materials not appropriately held and information services not provided by local libraries nor readily available from other area or state level resource providers.

Provide specialized information services to:
- public library systems
- public libraries
- school libraries
- state agency libraries
- institution libraries
- other types of libraries

These services may include but not be limited to:
- Development of collections of specialized materials
- Interlibrary Loan
- Reference Services
- Data base search services
- Maintenance of the statewide data base of library materials and the union list on micofiche.
- Brokering of data base search services

In addition, the library shall make available cataloging and processing services to state agency and institution libraries through contractual arrangements on a program revenue basis.

Note:
The Reference and Loan Library provides more than materials to supplement collections of the libraries it serves (e.g., reference services, data base searches, referral to other state-level providers and out-of-state sources, cataloging for state agency and institution libraries). In addition, it provides a more basic type of service to institution libraries and state government through a professional position created to work with institution and state agency libraries and government personnel without agency libraries.

Leaving the language unchanged would appear to limit Reference and Loan's role in the developing networks to that of lending materials not held elsewhere and lending services to state government. Libraries specified are basically public, with all others categorized under "other types of libraries."

Although the Reference and Loan Library is primarily a supplemental service to public library systems and other libraries through these systems, it also serves public and school libraries not in systems, state agency libraries, and institution libraries. Public libraries are enumerated in this section, but not school libraries.

R39. **That Sections 43.03(3)(a-c) of the Statutes be reworded as follows:**

(3)(a) Promote cooperation and resource sharing among public libraries, school libraries, other types of libraries, and related agencies.
(b) Plan, coordinate, evaluate, and set priorities for the development of cooperative library systems to enable library cooperation and resource sharing within Wisconsin and between Wisconsin libraries and resource providers in other states.

Note:
The current statutory wording in 43.03 (a) is awkward. The wording in (b) loses clarity by combining reference to library networks, library cooperation, interstate and intrastate activities in one statement. It also groups local governments with libraries if they were similar types of agencies, and it specifies public libraries but not school libraries as participants in resource sharing. The statement also uses the term "intertype" which is not used as commonly today as "multitype."

It is not clear whether the term "regional organizations" in (c) refers to substate or multistate regions.

R40. **That the duty of the State Superintendent, Section 43.03(7) to "contract for service with libraries and other resource providers in and outside of this state to serve as resources of specialized library materials and information not available in public libraries or the reference and loan library" be changed to delete "public libraries or" from the last phrase.**

Note:
If the intent is to list the libraries from which specialized library materials and information can be borrowed for loan to other unnamed libraries, then it is clearer simply to eliminate all but the Reference and Loan Library.

R41. **That the Division's duty in Section 43.05(2) to "assist, as deemed appropriate by the Division, in the recruitment of personnel for school library media programs, public libraries, and public library systems" may be changed to move the emphasis from recruitment to placement by replacing "recruitment" with "placement".**

Note:
This department is now establishing a placement services section within the bureau for teacher education and certification. Division for Library Services staff have traditionally cooperated with persons seeking employment and with the employing agencies and placement services to assure correct placement whenever possible.

While the broad meaning of "recruitment' includes the notion of selectivity, it typically connotes a general encouragement of candidates to enter the profession. Since library positions are likely to be in short supply for the foreseeable future, placement of already qualified persons might be more appropriate than encouragement of new persons to enter.

R42. **That Section 43.72(1&2) pertaining to exchange of materials be changed by deleting phrases as as indicated by lining through as follows:**

"School library books and other instructional materials belonging to one school district may be loaned ~~by the school board of the district~~ to ~~the school board of~~ another district for use in ~~the~~ a school library of that school district, ~~in consideration of school library books and other instructional material similarly loaned in exchanged therefor~~."

and

"Any public library board and ~~the school board of~~ any school district ~~in which a public library is maintained~~ may make such exchanges and loans of books and other instructional materials as are agreed upon ~~by such boards~~ for the purpose of increasing the efficiency of both libraries and insuring the best service to the schools and all citizens."

Note:
In a 1979 policy statement, the Superintendent wrote: "Therefore, the Department strongly supports and encourages the development of formal and informal arrangements through which the resources in instructional media programs are shared among all schools within a district, between districts, and with public, academic, and special libraries. This Department also supports participation in resource sharing activities to obtain materials needed by students and teachers."

This statement encourages commitment to a policy of resource sharing, unimpeded by complex administrative procedures or jurisdictional limitations. In practice school library media programs cross district boundaries in their interlibrary loan patterns and deal more effectively through multi-type library organizations than through board-to-board policies.

R43. **That ss. 43.09(2)(b) which provides for provisional approval of public library systems be deleted from the Statutes.**

Note:
This section is no longer relevant.

R44. **That 43.13(3) should be changed to eliminate "except that the effective date of the establishment of a system approved prior to March 1, 1972, may be either January 1 or March 1, 1972."**

Note:
This section is no longer relevant.

R45. **Provide a mechanism in the Statutes by which two or more public library systems can merge more easily than is now possible.**

Note:
Currently it would be extremely difficult for two or more public library systems to merge. This provision would facilitate the statewide goal of developing larger units of service.

R46. **That ss. 43.17(9) which authorizes public library systems to enter into construction contracts be expanded to provide powers similar to municipalities and to include items other than construction.**

Note:
This would clarify the powers of public library system boards and enable them to function more effectively.

R47. **That ss. 43.19(b) and ss. 43.11(3)(b) which deal with public library system membership be made consistent with each other.**

Note:
The two sections are currently not consistent with each other.

R48. **That ss. 43.19(3) which relates to the plan of service for a single county public library system with a population of 500,000 be deleted.**

Note:
This section is not used and is not currently relevant.

R49. **That ss. 43.19(2)(b) which provides for the powers of public library system boards be changed so that "ss. 43.58 to 43.62" is replaced with "ss. 43.58 and 43.62" or with just "ss. 43.58" if 43.62 is deleted from the Statutes.**

Note:
As presently written it appears that ss. 43.60 which is between 43.58 and 43.62 relates to public library systems which it does not.

R50. **That ss. 43.62 which relates to the powers of public library boards be eliminated by:**
Moving 43.62(1) to 43.52.
Moving 43.62(2), 43.62(3), and 43.62(5) with adjustments to 43.58.
Adjusting 43.62(2).
Adjusting 43.62(3)(b). Change bond amount.

Revising and moving 43.62(4) to section on counties.
Adjusting 43.62(5) by deleting section (b) and ending section (a) after "the purchase of a site therefore" in the first sentence.

Note:
This section of the Statutes is highly confusing and out-of-date. The recommended changes would clarify the Statutes.

R51. **That section 43.57 which relates to the organization of county libraries be revised in order to legitimize current organizational structures for county libraries including 1) consolidated county libraries, 2) county libraries established under 43.54, 3) joint libraries involving the county 4) county library councils and 5) county libraries established under 43.60.**

Note:
The establishment and organization of county libraries is confusing within the current Statutes. A revision such as the one described in this recommendation would improve the situation.

R52. **That section 43.54(1)(b) be changed so that the date of appointment for public library boards in cities, towns, villages and tribal governments or tribal organizations not be designated so that this becomes a local option.**

Note:
County library boards and public library system boards already have January 1 as the date of appointment. Public library boards in cities, towns, villages and tribal organizations have July 1 as the date of appointment.

R53. **That the State Superintendent support the policy concept that the Council on Library and Network Development continue to make a report directly to the governor and legislature as outlined in section 43.07(5).**

Note:
Recent legislation has passed which incorporates the COLAND report into the Department of Public Instruction's biennial report under 15.04(1)(d). This recommendation would restore the previous reporting procedure.

R54. **That the State Superintendent support the concept that the expenditures of the Common School Fund proportionately benefit and adequately provide library books and other instructional materials for all students.**

Note:
Each K-12 and K-8 school district receives an allocation to purchase library books and instructional materials from the Common School Fund each January, based on the number of children between the ages of 4 and 20 residing in the district (not necessarily attending the public schools) as determined by the district's annual school census report.

Union high school districts do not make a census report, and they do not receive a Common School Fund allocation, thereby avoiding double payments from the fund for the same groups of children. The districts that do receive the allocations are not required to distribute the money proportionately among the schools in the district based on enrollment or any other factor.

This recommendation would require districts to apportion the funds from the Common School Fund for library books and instructional materials among the schools by enrollment or some other means. It would also require the K-8 allocations to be split in some manner to benefit the students attending union high schools.

R55. **That legislative language be drafted which will facilitate direct library service across state boundaries.**

Note:
There has been little or no direct library service provided across state boundaries by Wisconsin public library systems or public libraries or by similar agenices in adjacent states. An attempt to provide service to Minnesota public libraries by the Winding Rivers Library System in 1978 was stymied because of a legal interpretation by the Wisconsin Attorney

General. There is a need to clarify legal restraints and to modify these where they exist so that library service across state borders is facilitated.

R56. **That legislative language be developed which would spell out how the net assets of a dissolved system would be distributed.**

Note:
Current legislation relating to public library systems does not spell out how assets should be disposed of should a public library system be dissolved. This information is necessary in order for a public library system to establish its appropriate tax exempt status. There should be legal clarification of this issue and legislative changes where necessary.

APPENDIX A

TASK FORCE ON LIBRARY LEGISLATION

SUMMARY OF STATE AID PROPOSAL FOR PUBLIC AND COOPERATIVE LIBRARY SERVICES 1985-87

1)	State aid to public library systems (Based on 13% of local funds expended for public library service)	$ 8,569,034 $ 9,297,402	(85-86) (86-87)
2)	State aid for county-wide public library development (Based on 10% of local funds expended for public library service)	$ 6,591,565 $ 7,151,848	(85-86) (86-87)
3)	State level automation (Funding for statewide database and other state level tasks)	$ 500,000 $ 525,000	(85-86) (86-87)
4)	Multitype Library Services (Aid to public library systems for expanding service)	$ 500,000 $ 525,000	(85-86) (86-87)
5)	State level resource providers. (DPI contracts)	$ 800,000 $ 840,000	(85-86) (86-87)
6)	State aid for public library construction (Competitive grant process)	$ 1,000,000 $ 1,050,000	(85-86) (86-87)
	Total 1985-86 Total 1986-87	$17,960,599 $19,389,250	
	Total 1985-87	$37,349,849	

APPENDIX B

121.02(1)(h)

(h) It (School District) shall provide adequate instructional materials, texts, and library services which reflect the cultural diversity and pluralistic nature of American society.

The administrative rules for this standard are as follows:

- All students in grades K-6 shall be provided with library/media services performed by or under the supervision of department-certificated library and audiovisual personnel.

- All students in grades 7-12 shall be provided with library/media services performed by department-certificated library and audiovisual personnel.

- A department-certificated person in the library/media field shall be designated to provide direction and coordination for the district's library/media program.

- All students shall be provided access to a current, balanced collection of books, basic reference materials, texts, periodicals, and audiovisual materials which depict in an accurate and unbiased way the cultural diversity and pluralistic nature of American society.

- There shall be on file a written school board-approved long-range plan for library services development formulated by students, teachers, library and audiovisual personnel, and administrators. This plan shall point the direction toward programs described in the current "Standards for School Library/Media Programs" published by the department.

APPENDIX C

List of Issue Papers Considered By the Task Force on Library Legislation

Number	Issue
ST1	What should be the role of state government for providing and funding public library service?
ST2	How should the state fund public library service?
ST3	How should public library systems be funded?
ST4	Should the state consider an additional form of state aid to public libraries which would go to individual public libraries or counties, and if so, how and on what basis should it be distributed?
ST5	How should the state provide funding for system level resource providers and if so how?
ST6	Should the state provide funding for state level resource providers?
ST7	Should the state provide funding for multitype library services at the area level?
ST8	Should the state provide funding for library automation and if so how?
ST9	Should the state provide funding for public library construction, and if so, on what basis?
ST10	What should be required for individual counties and public libraries to participate in public library systems and to benefit from state aid?
ST14	Should the requirement in Section 43.24(2)(a) and (b) that municipalities maintain their support of the public library at a level not lower than the average of the previous three years be strengthened, weakened, eliminated or clarified? How should it be enforced?
ST22	Should changes be made in the current requirements for public library certification?
ST23	How can a revision of Chapter 43 of the Statutes ensure that the state institution libraries are able to participate in library networking in Wisconsin?
SY1	What should be the role of library systems for providing public library service?
SY12	Do the present service criteria that public library systems are required to meet in order to maintain eligibility for state aid need to be changed? Do any require clarification? Should additions or deletions be made to the system service requirements presently mandated?

SY13 What changes should be made in the system service requirement concerning library service to special user groups ("the underserved") which now reads" "Each system shall engage in continuous planning with the division and with libraries in the system area in regard to . . . providing service to isolated disadvantaged and handicapped residents . . ." [43.24(2)(g)]?

SY14 Should a public library system be allowed to make alternative arrangements for resource library service if the county in which the resource library for a multi-county public library system withdraws from the system or if the resource library itself withdraws? Should the requirement in Section 43.15(1)(a) of the Statutes which requires that a public library system have at least one public library in a city with a population of 30,000 be continued?

C1 What should be the role of county government for providing and funding public library service?

C2. How should libraries be organized and governed at the county level?

C3 How should open access to public libraries be achieved within the county geographical unit?

C4 How should open access to public libraries be achieved across county lines within the multi-county public library system?

C5 How should open access to public libraries be achieved across public library system lines?

M1 What should be the role of municipal government (other than county and town government) for providing and funding public library service, and how should public libraries be organized and governed at this level?

M2 What should be the role of the town unit of government for providing and funding public library service?

M3 How should home rule and library board powers be clarified and upheld?

Sch1 Should Wisconsin public school districts be required to have a school board approved policy which governs the selection of instructional materials used in the district?

Sch2 Should school districts be required to share resources with other types of libraries?

Sch3 Should the statutes mandate that every public elementary school be provided with certified and support staff according to a specific ratio to provide library media services?

Sch4 Should the statutes mandate that every public secondary school be provided with certified and support staff according to a specific ratio to provide library media services?

Sch5 Should Wisconsin public school districts be required to provide released time for the performance of duties associated with being designated coordinator of the district's K-12 library media program?

Sch7 Should schools be required to provide basic library media services according to specified standards?

Appendix D

WISCONSIN STATUTES
CHAPTER 43

(as of March 17, 1984)

LIBRARIES

43.001 Definitions.
43.03 General duties of state superintendent.
43.05 General duties of the division.
43.07 Council on library and network development.
43.09 Certificates and standards.
43.11 County library planning committees.
43.13 Division review.
43.15 Standards for public library systems.
43.17 Public library systems; general provisions.
43.18 Withdrawal and abolition.
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43.21 Consolidated public library systems.
43.24 State aid.
43.27 Distribution of materials from reference and loan collection to public library systems.
43.30 Public library circulation records.
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43.54 Municipal library board composition.
43.56 Joint library boards.
43.57 County system of libraries.
43.58 Powers and duties.
43.60 Library extension and interchange.
43.62 Acquisition of property.
43.64 County tax.
43.70 Common school fund.
43.72 Library exchanges.

NOTE: Chapter 152, laws of 1971, which recodified the library laws, contains notes of the legislative council and a conversion table to assist in tracing statutory histories. See also previous editions of the statutes.

43.001 Definitions. In this chapter:

(1) "Division" means the division for library services.

(2) "State superintendent" means the state superintendent of public instruction.

(3) "Public library system" means a system established as either a federated public library system under s. 43.19 or a consolidated public library system under s. 43.21.

(4) "Municipality" means a city of the 2nd, 3rd or 4th class, village, town, county, tribal government or tribal association or a school district authorized to maintain a public library facility under s. 43.52. Notwithstanding its omission under this paragraph, a city of the 1st class may participate in a public library system under s. 43.19 (3).

(5) "Network" means a formal or informal arrangement between libraries or other informational service organizations whereby materials, information and services are exchanged and made available to potential users.

History: 1971 c. 152; 1977 c. 418; 1979 c. 347.

43.03 General duties of state superintendent. The state superintendent shall:

(1) Promote, assist and plan the organization, development and improvement of school library media services to provide the resources needed for teaching and learning in the schools.

(2) Promote, assist, plan and coordinate the organization, development and improvement of public library services and public library systems to serve the needs of all citizens in the state.

(3) (a) Plan and coordinate school library media services with other library services and promote interlibrary cooperation and resource sharing between school library media programs and other libraries.

(b) Plan, coordinate, evaluate and set statewide priorities for the development of networks and intertype library cooperation among libraries in the state and by the libraries in the state with libraries and resource providers in other states, and promote interlibrary cooperation and resource sharing between local governments, public libraries and other libraries.

(c) Coordinate and promote the development of regional organizations for interlibrary cooperation and resource sharing among all types of libraries.

(d) Submit to the council on library and network development an annual report which describes the programs and policies carried out under pars. (a) to (c) in the preceding year and the programs and policies to be carried out under pars. (a) to (c) in the succeeding year.

(4) Plan and coordinate the provision of library services to groups with special needs, including institutional residents, the physically and mentally handicapped, the socially and economically disadvantaged and racial and ethnic minorities.

(5) Accept, on behalf of the state, grants from the federal government or any federal agency or gifts or grants from any other source to be used for the purposes designated under this chapter.

(6) Enter into an annual contract with the public library in a 1st class city for the provision of library services to physically handicapped persons, including the blind and visually handicapped, certified by competent authority as unable to read or use conventional printed materi-

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als as a result of physical limitations. For the purpose of this subsection, "competent authority" means any member of the medical or allied professions, and professional persons in the fields of public health, education, library service, rehabilitation, social work and public welfare.

(7) Contract for service with libraries and other resource providers in and outside of this state to serve as resources of specialized library materials and information not available in public libraries or the reference and loan library.

(8) Establish procedures necessary for the internal administrative operation of the division.

History: 1979 c. 347.

43.05 General duties of the division. The division shall:

(1) Coordinate and conduct continuing education programs for librarians of school library media programs, public libraries, public library systems and institutional library programs.

(2) Assist, as deemed appropriate by the division, in the recruitment of personnel for school library media programs, public libraries and public library systems.

(3) Provide professional and technical advisory, consulting and informational services to assist:

(a) School districts establishing, maintaining or expanding school library media programs and facilities;

(b) Public libraries and communities establishing, maintaining or expanding public libraries, public library systems and regional resource centers and their governing bodies;

(c) State agencies and officers; and

(d) Institutional library programs.

(4) Collect library statistics and conduct studies and surveys of library needs throughout the state and report and publish the findings. The research shall be coordinated with statewide library planning.

(5) Ascertain which libraries in this state can suitably care for and advantageously use copies of the public documents printed at the expense of the state, including printing under ss. 35.28 and 35.29. The division shall designate the selected libraries as depositories of state documents and shall furnish lists of the depositories to the department of administration, to govern the distribution under s. 35.85 (2) (b). All libraries designated as depositories for federal documents shall automatically be designated as depositories for state documents. The lists shall show, for each depository library, the number of copies of each printed state document it is to receive.

(6) Recommend and distribute standards for school library programs and facilities to school library media programs, standards for public libraries to public library governing bodies and standards for institutional library programs to governing bodies and administrators of institutional library programs and to heads of departments, as defined under s. 15.01 (3), which administer institutional libraries.

(7) Establish standards for public library systems under s. 43.09 (2).

(8) Establish standards for and issue certificates to public librarians under s. 43.09 (1).

(9) Approve the establishment of public library systems under s. 43.13.

(10) Administer aids to public library systems under s. 43.24.

(11) Maintain a library to supplement the collections of public libraries, public library systems, regional resource centers and other types of libraries with specialized materials and information sources that are not appropriately held by such libraries, systems or centers and are not readily available from other resource providers, and to provide library lending services to state government.

(12) Assist the council on library and network development in the preparation of the descriptive and statistical report to be prepared by the council under s. 43.07 (5).

(13) Carry out such other programs and policies as directed by the state superintendent.

History: 1979 c. 347.

43.07 Council on library and network development. The state superintendent and the division shall seek the advice of and consult with the council on library and network development in performing their duties in regard to library service. The state superintendent or the administrator of the division shall attend every meeting of the council. The council may initiate consultations with the department and the division. The council shall:

(1) Make recommendations to the division in regard to the development of standards for the certification of public librarians and standards for public library systems under s. 43.09.

(2) Advise the state superintendent in regard to the general policies and activities of the state's program for library development, interlibrary cooperation and network development.

(3) Advise the state superintendent in regard to the general policies and activities of the state's program for the development of school library media programs and facilities and the coordination of these programs with other library services.

(4) Hold an annual meeting for the purpose of discussing the report submitted by the state superintendent under s. 43.03 (3) (d). Notice of the annual meeting shall be sent to appropriate libraries and audiovisual and informational services and library and audiovisual and informational service organizations. After the meeting, the council shall make recommendations to the state superintendent regarding the report.

(5) On or before July 1, 1980, and every 2nd year thereafter, transmit to the state superintendent a descriptive and statistical report on the condition and progress of library services in the state and recommendations on how library services in the state may be improved. On or before September 1, 1980, and every 2nd year thereafter, the state superintendent shall transmit the report and recommendations to the governor and the legislature.

(6) Review that portion of the budget of the department of public instruction relating to library service. Recommendations of the council in regard to the budget shall be transmitted to the department at least 21 days before the department transmits its budget request to the governor, and shall accompany the department's budget request to the governor.

(7) Receive complaints, suggestions and inquiries regarding the programs and policies of the department of public instruction relating to library and network development, inquire into such complaints, suggestions and inquiries, and advise the state superintendent and the division on any action to be taken.

History: 1979 c. 347.

43.09 Certificates and standards. (1) PUBLIC LIBRARIANS. The division shall issue certificates to public librarians and promulgate, under ch. 227, necessary standards for public librarians. The qualifications for public librarians shall be based on education, professional training and experience. Certificates already granted prior to December 17, 1971, shall remain in effect.

(2) PUBLIC LIBRARY SYSTEMS. (a) The division, by rule, shall promulgate necessary standards for public library systems. Such rules shall be consistent with s. 43.15 and shall be established in accordance with ch. 227, except that the division shall hold a public hearing prior to adoption of any proposed rule. In addition to the notice required under s. 227.021, the division shall endeavor to notify each public library of such public hearings. Standards for public library systems shall be based on the population served, adequacy of the buildings and physical facilities, the qualifications and number of personnel, book resources and other library materials, financial support and such other standards as the division finds necessary to ensure adequate library service.

(b) The division may provisionally approve, based on lesser standards than those set under par. (a), a newly established public library system for not more than 5 years. To be eligible for provisional approval, a system shall have a plan approved by the division which provides for compliance with the standards under par. (a) at the end of the period of provisional approval.

History: 1971 c. 152; 1979 c. 347.

43.11 County library planning committees. (1) CREATION. Any county board may appoint a county library planning committee under this section. If a county board, in a county where all public library service is administered or coordinated by an existing library board, determines to appoint a committee under this section, the existing library board shall serve as the county library planning committee. The county board shall notify the division immediately upon appointment of the committee.

(2) ORGANIZATION. (a) The county library planning committee shall be composed of not less than 7 nor more than 15 members. The residence of members shall reflect the population distribution within the county. The membership shall include representatives of existing public libraries in the county. One member only shall be a member of the county board. Appointments shall be for 3 years or until the committee's final report is accepted by the county board and the division, whichever occurs first.

(b) Annually, the committee shall select a chairman, vice chairman and secretary from its membership. The committee shall meet at least once every 3 months and more often on the call of the chairman or a majority of its members.

(3) DUTIES. (a) The committee shall investigate the potential of a public library system in the county and adjacent counties, and prepare a plan for the organization of a county or multicounty system. It shall conduct public hearings to which representatives of all libraries in the county shall be invited and shall cooperate with similar committees of adjoining counties for the purpose of planning multicounty public library systems.

(b) The committee's final report, including a plan for initial and long-range services and copies of any written agreements necessary to implement the proposed system, shall be filed with the county board and submitted to the division. Plans for multicounty systems shall include a method for allocating system board membership among library representatives and public members.

(4) DISSOLUTION. The committee shall be dissolved either after 3 years or when its final report has been accepted both by the division and the county board, whichever occurs first.

History: 1971 c. 152; 1981 c. 20.

43.13 Division review. (1) (a) No public library system may be established without the approval of the division. In reviewing final reports submitted by county library planning committees, the division shall consider, in addition to the standards set forth in s. 43.15, the proposed system territory, organization and financing, initial and long-range plans for library services, the role of existing multi-jurisdictional service programs in the territory and plans for cooperation with adjoining systems and with other kinds of libraries in the territory.

(b) If the division approves a final report, it shall report such approval to the appropriate county boards and county library planning committees. Upon acceptance by the county boards, the division shall certify to the appropriate county boards the establishment of the public library system proposed by the report, specifying the effective date of the establishment of the system.

(2) A public library system board may submit to the division a plan for the alteration in the territory included within the system or for a change in system organization from a federated to a consolidated system or vice versa. If the change proposed by the plan is approved, the division shall certify such fact to the system board, specifying the effective date of the change.

(3) The effective date of the establishment of a system under sub. (1) or of a change under sub. (2) shall be January 1 of the year specified by the division, except that the effective date of the establishment of a system approved prior to March 1, 1972, may be either January 1 or March 1, 1972.

(4) Any decision by the division under this section may be appealed to the state superintendent.

History: 1971 c. 152.

43.15 Standards for public library systems. A public library system shall not be established unless it meets the requirements under this section.

(1) POPULATION. The territory within the system shall:

(a) Contain at least one public library established under s. 43.52 in a city which, at the time of the system's establishment, has a population of more than 30,000. Any contractual arrangement existing on December 17, 1971, among a number of units of government whose territory consists of at least 3,500 square miles, and under which a multi-jurisdictional library service program is operated, which meets the requirements of this section other than the requirement for a city having a population of 30,000 or more shall be deemed to meet such requirement if it provides in the system plan for access by contract to the resources and services of a public library in a city having a population of 30,000 or more which is participating in a system.

(b) Have, at the time of its establishment, a population of 85,000 or more. Temporary certification shall be given to those systems which the 1970 census shows to have a population of at least 80,000. After January 1, 1981, no new system may be established, nor may a system be continued under temporary certification, containing territory having a total population of less than 85,000.

(2) FINANCIAL SUPPORT. Each county proposed to be included within a system shall demonstrate, to the satisfaction of the division, its ability to comply with s. 43.24 (2).

(3) TERRITORY INCLUDED. (a) A consolidated system shall consist of one county only. A federated system shall consist of one or more counties.

(b) No more than one system may be established within a single county. If the territory of a municipality lies in 2 or more counties which are not in the same public library system, the municipal library board or, if no such board exists, the municipal governing body shall determine the system in which the city or village will participate.

(4) METHOD OF ORGANIZATION. The system shall have a designated headquarters library and be organized as either of the following:

(a) A federated system in which the governing body of each included county, and those of its underlying municipalities as have public libraries and are participating in the system, enter into written agreements for library services to be provided by the designated headquarters library or other system participants, except as provided in s. 43.64 (2). The written agreements shall provide for each included county to furnish library service to residents of those municipalities not maintaining a public library. A single-county public library system, whether federated or consolidated, may become part of a multicounty federated system by written agreement of the county board.

(b) A consolidated system in which the included county and its underlying municipalities form a single library system, except as provided in s. 43.64 (2). The county may for such purpose take over and acquire any library prop-

erty by the consent of the authority controlling that property.

History: 1971 c. 152; 1981 c. 197.

A county having a population in excess of 85,000 and which does not presently operate and maintain a library but which contains a city of over 30,000 operating a library, can establish a single-county federated library system. Secs. 43.15 (4) (a) and 43.19. 63 Atty. Gen. 142.

43.17 Public library systems; general provisions. (1) BOARD TERMS. Every public library system shall be governed by a board appointed under s. 43.19 or 43.21 upon the initial establishment of a board, the members shall be divided as nearly as possible into 3 equal groups to serve for terms expiring on January 1 of the 2nd, 3rd and 4th years, respectively, following their appointment. Thereafter, regular terms shall be for 3 years and shall commence on January 1. Vacancies shall be filled for the unexpired term in the same manner as regular appointments are made.

(2) BOARD ORGANIZATION. As soon as practicable after the initial establishment of a system, and thereafter in January of each year, the board shall organize by the election, from among its members, of a president and such other officers as it deems necessary.

(3) FISCAL YEAR. The fiscal year of each federated public library system whose territory lies within 2 or more counties shall be the calendar year.

(4) SYSTEM ADMINISTRATION. Responsibility for administration of a public library system shall vest in a head librarian who shall be appointed by and directly responsible to the public library system board.

(5) ANNUAL REPORT. Annually, at the time required by the division, each public library system shall report to the division on its operations, expenditures and territory served during the preceding year, shall submit a plan describing the program for library service to be carried out in the subsequent year and shall furnish such other information as the division requires.

(6) COOPERATIVE SERVICES. A public library system may contract with another such system or with other libraries or resource centers to provide and receive library services.

(7) EXISTING EMPLOYES. No person employed by a participating public library at the time of the establishment of a public library system shall lose, because of such establishment, any salary, fringe benefit or other employment rights in existence at that time.

(8) RETIREMENT. If any employe of a participating employer under the Wisconsin retirement system becomes, by virtue of the establishment of a public library system, an employe of that library system, the library system shall become a participating employer under the Wisconsin retirement system.

(9) CONTRACTS AND BIDDING. All contracts for public construction, the estimated cost of which exceeds $1,000, made by a federated public library system whose territory lies within 2 or more counties shall be let by the public library system board to the lowest responsible bidder in accordance with s. 62.15 (1) to (11) and (14). For purposes of this section, the system board possesses the powers conferred by s. 62.15 on the board of public works and the common council. All contracts made under this section shall be made in the name of the federated public library system and shall be executed by the system board president and such other board officer as the system board designates.

History: 1971 c. 152; 1981 c. 96.

43.18 Withdrawal and abolition. (1) WITHDRAWAL. Not less than 3 years after affiliating with a public library system, a municipality may withdraw from the system by adoption of a resolution by a two-thirds vote of its governing body under pars. (a) and (b), if the resolution is adopted at least 6 months prior to the close of the system's fiscal year. The resolution shall become effective at the close of the system's fiscal year.

(a) With the approval of the governing body of each participating municipality in the county, a county may withdraw from a federated public library system whose territory lies within 2 or more counties.

(b) A participating municipality may withdraw from a federated public library system.

(2) ABOLITION. A county may abolish a public library system whose territory lies only within that county.

(3) PROCEDURE. (a) Prior to taking any action under this section, the municipal governing body shall hold a public hearing on the proposed action and shall publish a class 1 notice, under ch. 985, of the hearing. Notice of the hearing also shall be given by registered mail not less than one week prior to the hearing to the governing body of every other municipality participating in the public library system, to the public library system board and to the division.

(b) A municipality withdrawing under this section from a public library system shall be responsible for its allocated share of the outstanding liabilities of the system on the effective date of its withdrawal.

(c) Upon taking final action under this section to withdraw from or abolish a public library system, a municipal governing body forthwith shall give notice, by registered mail, of the action taken to the governing body of every other municipality participating in the public

library system, to the public library system board and to the division.
History: 1971 c. 152; 1981 c. 197.

43.19 Federated public library systems. (1) (a) In a federated public library system whose territory lies within a single county, the system board shall consist of 7 members appointed by the county board. At least 3 members of the system board, at the time of their appointment, shall be active voting members of library boards governing public libraries of participating municipalities, and at least one of these shall be a member of the library board governing the headquarters library. At least one but not more than 2 members of the county board shall be members of the system board at any one time.

(b) In a federated public library system whose territory lies within 2 or more counties, the system board shall consist of at least 15 and not more than 20 members appointed by the county boards, acting jointly. Appointments shall be in proportion to population as nearly as practical, but each county shall be represented by at least one member on the system board. Each county board may appoint one county board member to the system board, but if there are more than 5 counties, the total number of county board members shall not exceed 5 and county board representation shall be on a rotating basis. The library board governing the designated headquarters library shall have at least one member on the system board. The remaining system board members shall include such representatives of the library boards governing public libraries of participating municipalities and public members appointed from the counties at large as the county board determines.

(2) (a) A federated public library system whose territory lies within a single county shall be deemed an agency of the county. A federated public library system whose territory lies within 2 or more counties shall be deemed a joint agency of those counties, but constitutes a separate legal entity for the following purposes: to have the exclusive custody and control of all system funds; to hold title to and dispose of property; to construct, enlarge and improve buildings; to make contracts; and to sue and be sued.

(b) A federated public library system board shall have the powers of a library board under ss. 43.58 to 43.62 with respect to system-wide functions and services. The local library boards shall retain responsibility for their public libraries in all other areas.

(3) Any county having a population of 500,000 or more and operating a library service program under s. 43.57 shall be paid state aid under s. 43.24 as if it were a federated public library system, if the library boards of the participating municipalities, acting jointly, file a plan describing the service program and proposed use and distribution of the state aid the program is expected to receive with the division and receive the division's approval. Such a program shall meet the standards promulgated under s. 43.09 (2) and is subject to s. 43.17 (5).
History: 1971 c. 152.
See note to 59.025, citing 63 Atty. Gen. 317.

43.21 Consolidated public library systems. (1) In a consolidated public library system, the system board shall consist of 7 members appointed by the county board. In the initial appointment of a system board, at least 3 members of the system board, at the time of their appointment, shall be active voting members of library boards governing public libraries consolidated into the system. At least one but not more than 2 members of the county board shall be members of the system board at any one time.

(2) (a) A consolidated public library system shall be deemed an agency of the county by which created.

(b) A consolidated public library system board shall have the powers of a library board under ss. 43.58 to 43.62 and shall be responsible for the total program of public library service for the system territory.

(3) If it is consistent with the terms thereof, a gift, bequest, devise or endowment to a public library becoming part of a consolidated public library system may be taken over by the system board for general use of the system; otherwise, the system board shall maintain it for the benefit of the library to which given.
History: 1971 c. 152.

43.24 State aid. (1) Each public library system shall be paid state aid for the operation and maintenance of the system. The amount paid to each system shall be determined as follows:

(a) The total of the following shall be calculated for each system:

1. For each person residing in territory within the system, 50 cents.

2. For each square mile of territory within a system, $6 in a single-county system, $9 in a 2-county system, $12 in a 3-county system, $15 in a 4-county system and $18 in a system containing 5 or more counties.

3. An amount equal to 7% of the total operating expenditures for public library services in territory within the system from local and county sources in the calendar year immedi-

ately preceding the year for which aids are to be paid.

(b) The total amount for each system, determined under par. (a), shall be divided by the total amount, determined under par. (a), for all systems in the state.

(c) The ratio determined under par. (b) shall be multiplied by an amount equal to 11.25% of the total operating expenditures for public library services, in territories within all systems in the state, from local and county sources in the calendar year immediately preceding the calendar year for which aids are to be paid. The amount determined under this paragraph shall be the amount of aid paid to each system.

(2) (a) For a public library system to qualify for state aid under this section, the division shall find that a) the municipalities having territory within the system provided financial or other equivalent support for public library service during the preceding year in an amount which, when added to the state aid for which the system will be eligible, is adequate for the support and maintenance of public library service in the area in accordance with standards set under s. 43.09 (2); and b) such support was at a level not lower than the average of the previous 3 years.

(b) For a public library system to maintain its eligibility for state aid under this section it must meet the service criteria specified under pars. (c) to (g).

(c) Each system shall provide the following services during the first year of operation:

1. Interloan of library materials among all participating libraries.

2. Reference and reference referral services from the headquarters library.

(d) Each system shall provide the following services by the end of the 2nd year of operation:

1. Complete library service as provided at the headquarters library or at the resource library if different from the headquarters library to any resident of the system on the same terms as the service is available to residents of the headquarters community.

2. The honoring of valid borrowers' cards of all public libraries in the system by all public libraries in the system.

(e) Each system shall provide the following services by the end of the 3rd year of operation:

1. In-service training for library personnel within the system.

2. Rapid and regular delivery and communication systems.

3. Service agreements with all adjacent library systems.

4. Professional consultant services to system libraries.

(f) A public library system shall by the end of the 3rd year of its operation develop agreements with other types of libraries in the system area, providing for appropriate sharing of library resources to benefit the clientele of all libraries.

(g) Each system shall engage in continuous planning with the division and with libraries in the system area in regard to developing the library materials collection to meet the service needs, providing service to isolated, disadvantaged and handicapped residents and furthering cooperative activities among all types of libraries in the system area.

(h) A public library system may regain its eligibility when it complies with pars. (c) to (g).

(3) Annually, the division shall review the reports and proposed service plans submitted by the public library systems under s. 43.17 (5) for conformity with this chapter and such rules and standards as are applicable. Upon approval, the division shall certify to the department of administration an estimated amount to which each system is entitled under this section. Annually on or before December 1 of the year immediately preceding the year for which aids are to be paid, the department of administration shall pay each system 75% of the certified estimated amount from the appropriation under s. 20.255 (1) (e). The division shall, on or before the following April 30, certify to the department of administration the actual amount to which the system is entitled under this section. On or before July 1, the department of administration shall pay each system the difference between the amount paid on December 1 of the prior year and the certified actual amount of aid to which the system is entitled from the appropriation under s. 20.255 (1) (e). The division may reduce state aid payments when any system or any participant thereof fails to meet the requirements of sub. (2).

(3m) If the appropriation under s. 20.255 (1)(e) in any one year is insufficient to pay the full amount under sub. (1), state aid payments shall be prorated among the library systems entitled to such aid.

(4) The division shall assure through an annual audit and adjustment of aids, as necessary, that no more than 20% of the funds received by systems are used for administrative purposes.

(5) Any interest earned from the investment of state aid paid to each public library system under sub. (3) shall be allocated to the library system receiving the aid payments.

History: 1971 c. 152; 1971 c. 211 s. 126; 1971 c. 336; 1973 c. 243 s. 82; 1977 c. 29; 1979 c. 34, 347; 1981 c. 20.

43.27 Distribution of materials from reference and loan collection to public library systems. The division for library services may disperse to public library systems, without charge, materials from the collection of the reference and loan library that the division determines are not appropriately held in the collection of the reference and loan library.

History: 1979 c. 347.

43.30 Public library circulation records. Records of any library which is in whole or in part supported by public funds, including the records of a public library system, indicating which of its documents or other materials have been loaned to or used by an identifiable individual may not be disclosed except to persons acting within the scope of their duties in the administration of the library or library system or persons authorized by the individual to inspect such records, or by order of a court of law.

History: 1981 c. 335.

43.52 Municipal libraries. (1) Any municipality may establish, equip and maintain a public library, and may annually levy a tax or appropriate money to provide a library fund, to be used exclusively to maintain the public library; and may enact and enforce police regulations to govern the use, management and preservation thereof. After December 17, 1971, any municipality desiring to establish a new public library shall obtain a written opinion by the division regarding the feasibility and desirability of establishing the public library before final action is taken. The division shall render its opinion within 30 days of the time the request is received.

(2) Every public library shall be free for the use of the inhabitants of the municipality by which it is established and maintained, subject to such reasonable regulations as the library board prescribes in order to render its use most beneficial to the greatest number. The library board may exclude from the use of the public library all persons who wilfully violate such regulations.

(3) Any school district which maintained and operated a public library facility prior to December 17, 1971, shall be considered a municipality for the purposes of this chapter.

History: 1971 c. 152 s. 16; 1977 c. 418.

43.54 Municipal library board composition. (1) (a) Each public library established under s. 43.52 shall be administered by a library board composed in each city of the 2nd or 3rd class of 9 members, in each city of the 4th class or county of 7 members and in each village, town, tribal government or tribal association of 5 members. Members shall be residents of the municipality, except that not more than 2 members may be residents of towns adjacent to the municipality. Members shall be appointed by the mayor, county board chairman, village president, town chairman or tribal chairman, respectively, with the approval of the municipal governing body. In school districts authorized to maintain public library facilities under s. 43.52, the library board shall be composed of 7 members appointed by the school board chairperson with the approval of the school board.

(b) Upon their first appointment, the members shall be divided as follows: the 9-member board into 3 equal classes, to serve 1, 2 and 3 years respectively; the 7-member board into 3 classes, 3 to serve for 3 years, 2 to serve for 2 years and 2 to serve for one year; the 5-member board into 3 classes, 2 to serve for 3 years, 2 to serve for 2 years and one to serve for one year, from July 1 in the year of their appointment in the case of cities, towns, villages and tribal governments or tribal associations and from January 1 following their appointment in the case of counties. Thereafter, each regular appointment shall be for a term of 3 years.

(c) The appointing authority shall appoint as one of the members a school district administrator, or his representative, to represent the public school district or districts in which the public library is located. Not more than one member of the municipal governing body shall at any one time be a member of the library board.

(d) No compensation shall be paid to the members of a library board for their services, except as follows:

1. Members may be reimbursed for their actual and necessary expenses incurred in performing duties outside the municipality if so authorized by the library board.

2. Members may receive per diem, mileage and other necessary expenses incurred in performing their duties if so authorized by the library board and the municipal governing body.

(e) A majority of the membership of a library board constitutes a quorum, but any such board may, by regulation, provide that 3 or more members thereof shall constitute a quorum.

(2) As soon as practicable after the first appointments, at a date and place fixed by the appointing officer, and annually thereafter within 30 days after the time designated in this section for the beginning of terms, the members of the library board shall organize by the election, from among their number, of a president and such other officers as they deem necessary.

(3) In any city of the 2nd or 3rd class, the common council may, by a two-thirds vote, provide for the reduction of the number of appointive members of the library board to 7. Thereupon, whenever a term expires or a vacancy occurs, no appointment shall be made until the number of such members has been so reduced, whereupon the remaining members shall be by lot divided by the common council into 3 classes, 3 to serve for 3 years, 2 to serve for 2 years and 2 to serve for one year, respectively, from the date of such completed reduction, and thereafter each regular appointment shall be for a term of 3 years, from the succeeding July 1.

History: 1971 c. 152 ss. 19, 20; 1977 c. 418; 1981 c. 197.

43.56 Joint library boards. Joint library boards may be created by any 2 or more municipalities by appropriate agreement of their gov-

erning bodies. When so created, such a joint board shall have all of the powers provided by s. 43.58 and other statutes relating to library boards for the purpose of operating the public libraries of the participating units of government. Without limitation because of enumeration, the agreements relating to the creation of joint library boards may cover subjects such as membership and length of terms of office of board members, and all other appropriate matters pertaining to the creation and operation of such a joint board.

History: 1971 c. 152 s. 19.

43.57 County system of libraries. (1) (a) The county board of any county having a population of 150,000 or more may, pursuant to ss. 43.52 to 43.64, establish and maintain a public library system for the county, and may for such purpose adopt, take over and acquire any libraries already established, by consent of the authorities controlling those libraries.

(b) The county board of any county having a population of 500,000 or more may, by contract with any municipality within the county, extend the jurisdiction of any existing library board therein and provide for the maintenance of a county system of libraries by that municipality.

(2) The clerk of each such county shall submit to the county board, at each annual November meeting, a report covering the preceding fiscal year, showing in detail the amount and proportion of the money expended by the county pursuant to sub. (1) in each village and city. The county board shall thereupon determine the proportionate amount to be raised and paid by each such municipality to reimburse the county for the amount so advanced. Within 10 days after such determination, the county clerk shall charge to each municipality and certify to its clerk the amounts due. Each municipality shall levy a tax sufficient to meet such charge and shall pay over to the county the amounts so certified in accordance with this subsection. The tax shall be deemed a county special tax for tax settlement purposes, but the city or village shall pay over to the county on or before March 22 in each year in cash the percentage of such tax actually collected. The percentage shall be determined by applying the ratio of collection of the entire tax roll of the city or village, excepting special assessments and taxes levied pursuant to ss. 66.88 to 66.918, to the amount of the county special tax. If any city or village fails to so raise and pay over such money to the county, the county board may compel such payment.

History: 1971 c. 152 s. 25; 1981 c. 282 s. 47.

43.58 Powers and duties. (1) The library board shall have exclusive control of the expenditure of all moneys collected, donated or appropriated for the library fund, and of the purchase of a site and the erection of the library building whenever authorized. The library board also shall have exclusive charge, control and custody of all lands, buildings, money or other property devised, bequeathed, given or granted to, or otherwise acquired or leased by, the municipality for library purposes.

(2) The library board shall audit and approve all vouchers for the expenditures of the public library and forward such vouchers or schedules covering the same, setting forth the names of claimants, the amounts of each claim and the purpose for which expended, to the municipal clerk or, in the case of a school district acting under s. 43.52, the school board clerk, with a statement thereon, signed by the library board secretary or other designee of the library board, that the expenditure has been incurred and that the library board has audited and approved the bill. The municipal or school board clerk shall thereupon draw an order upon the treasurer, and the same shall be paid as other municipal orders are paid as provided by s. 66.042 or, where appropriate, s. 120.54.

(3) Any person having a claim or demand against the municipality growing out of any act or omission of the library board shall file with the library board a written statement thereof. If the claim or demand or any part thereof is disallowed, the claimant may bring an action against the municipality in the same manner that an action may be brought after the disallowance of a claim by the common council of a city under the general charter.

(4) The library board may appoint a librarian and such other assistants and employes as it deems necessary, and prescribe their duties and compensation.

(5) The library board may employ competent persons to deliver lectures upon scientific, literary, historical or educational subjects; and may cooperate with the university of Wisconsin system, vocational, technical and adult education schools, the historical society, the department of public instruction, cooperative educational service agencies, school board or other educational institutions to secure such lectures or to foster and encourage by other means the wider use of books and other resource, reference and educational materials upon scientific, historical, economic, literary, educational and other useful subjects.

(6) (a) Within 30 days after the conclusion of the fiscal year of the municipality in which the public library is located, the library board shall make a report to the division and to its municipal governing body. The report shall

state the condition of the library board's trust and the various sums of money received for the use of the public library during the year, specifying separately the amounts received from appropriations, from the income of trust funds, from rentals and other revenues of the public library and from other sources. The report shall state separately the condition of the permanent trust funds in the library board's control, shall state in detail the disbursements on account of the public library during that fiscal year and shall contain an estimate of the needs of the public library for the next succeeding fiscal year.

(b) The report to the division shall include data concerning library materials, facilities, personnel, operations and such other information as the division requests.

History: 1971 c. 152 ss. 10, 20; 1977 c. 26, 418.

City or village governing body can change composition of its municipal library board and can limit powers of board. 70 Atty. Gen. 5

43.60 Library extension and interchange. (1) The library board of any municipality may, by contract or upon such conditions and regulations as it prescribes, extend the use of the public library to nonresidents of the municipality, or exchange books either permanently or temporarily with any other library.

(2) The library board of any municipality may, by agreement with any other municipality, provide for the loaning of books from its public library, singly or in traveling libraries, to the residents of the other municipality. The other municipality may levy a tax and appropriate money annually to meet its obligations under the agreement.

(3) Whenever the annual sum appropriated by the other municipality pursuant to sub. (2) equals or exceeds one-sixth of the net annual income of the public library during the preceding fiscal year, the mayor, village president, town or county chairman or tribal chairman of the other municipality, with the approval of the governing body thereof, shall appoint from among the residents of the municipality an additional member of the library board of the public library and, when such sum equals or exceeds one-third of the net annual income, 2 additional members, for a term of 3 years from the July 1 next succeeding such appointment, and thereafter for terms of 3 years. Whenever the appropriation made is less than the one-third specified, the office of one such additional member of the board and, if less than the one-sixth specified, the office of both shall be vacant from the July 1 next thereafter.

History: 1971 c. 152 s. 23; 1981 c. 197.

43.62 Acquisition of property. (1) Any municipality may purchase or acquire one or more sites, erect one or more buildings and equip the same for a public library or any library already established; or may adopt, take over and acquire any library already established, by consent of the authorities controlling the same.

(2) All persons wishing to make donations of property for the benefit of a public library may vest the title thereto in the library board, to be held and controlled by the board, when accepted, according to the terms of the deed of gift, devise or bequest. As to such property the board shall be deemed special trustees.

(3) (a) If a gift, bequest, devise or endowment is made to any public library, the library board thereof may pay or transfer the gift, bequest, devise or endowment, or the proceeds thereof, to the treasurer of the municipality in which the public library is situated, may entrust any funds therefrom to a public depository under ch. 34 or may pay or transfer such gift, bequest, devise or endowment to any member of the library board to be selected by the library board and thereafter to be known as financial secretary. The financial secretary shall hold his office only during his membership on the library board and shall be elected annually at the same time and in the same manner as the other officers of the library board.

(b) If any such treasurer or financial secretary holds any property belonging to the public library, the library board shall require a bond from the treasurer or financial secretary to the library board in such sum, not less than double the amount of such property so held by him, and with such sureties as the library board requires. The bond shall be conditioned in substantially the same form as the ordinary bond required from the treasurer of the municipality, with the necessary changes.

(c) The treasurer or financial secretary shall make an annual report to the library board showing in detail the amount, investment, income and disbursements from the trust funds in his charge. Such report shall also be appended to the annual report of the library board under s. 43.58 (6). The treasurer or financial secretary shall also send a copy of each annual report to the commissioner of banking.

(4) Any county may receive, by devise, bequest or gift, property for the purpose of establishing a public library for the county and may enter into an agreement to maintain a public library in consideration thereof, and shall be bound to faithfully perform such agreement. In such case the library board may properly administer the same.

(5) (a) In the case of a gift for a library building, the library board of the municipality shall have the exclusive right to select and

contract for the purchase of a site therefor, at a cost not to exceed one-third of the gift. The library board shall report forthwith to the municipal governing body the amount required to pay for such site, and the municipal governing body shall thereupon by resolution include such sum in the next succeeding annual tax levy or provide for an issue of bonds in the required amount.

(b) Whenever the library board certifies to the municipal governing body that it is unable to acquire the site selected for a just and reasonable price and that a just and reasonable price for the site selected does not exceed the amount which may be legally expended therefor, the municipal governing body shall proceed to acquire such site by condemnation. If the compensation awarded in the condemnation proceedings exceeds one-third of the gift, the proceedings shall be valid if, within 60 days after the final award, the excess is provided for by private donation or otherwise. If the excess is not so provided for, the proceedings shall, upon motion, be dismissed with costs.

History: 1971 c. 152 s. 21.

43.64 County tax. (1) The county board of a county expending money for public library service to its inhabitants may levy a tax to provide funds for such service and shall include any amount of tax under this subsection in the amount of taxes determined to be levied under s. 70.62 (1).

(2) Any city, town, village or school district in a county levying a tax for a county library under sub. (1) shall, upon written application to the county board of the county, be exempted from the tax levy, if the city, town, village or school district making the application expends for a library fund during the year for which the tax levy is made a sum at least equal to the sum which it would have to pay toward the county tax levy. For the purposes of this subsection, "library fund" means the funds raised by the city, town, village or school district by tax levy or appropriation under s. 43.52 (1).

History: 1971 c. 152 s. 16; 1977 c. 418.

Facilities necessary to exempt a municipality from the county tax discussed. 60 Atty. Gen. 389.

A town, city or village which does not maintain a public library, but which makes contributions to a nearby public library, cannot be exempted from the county library tax levy under (2). 65 Atty. Gen. 182.

43.70 Common school fund. (1) No later than October 15 of each year, each school district administrator shall certify to the state superintendent, on forms provided by the state superintendent, a report of the total number of children between the ages of 4 and 20 years residing in his school district on the preceding June 30.

(2) Annually, within 40 days after December 1, the state superintendent shall ascertain the aggregate amount of all moneys received as income in the common school fund prior to that December 1 and shall apportion such amount to the school districts in proportion to the number of children resident therein between the ages of 4 and 20 years, as shown by the census report certified under sub. (1).

(3) Immediately upon making such apportionment, the state superintendent shall certify to the department of administration the amount that each school district is entitled to receive under this section and shall notify each school district administrator of the amount so certified for his or her school district. Within 15 days after receiving such certification, the department of administration shall issue its warrants upon which the state treasurer shall pay the amount apportioned forthwith to the proper school district treasurer. All moneys apportioned from the common school fund shall be expended for the purchase of library books and other instructional materials for school libraries, but not for public library facilities operated by school districts under s. 43.52, in accordance with rules prescribed by the state superintendent. Appropriate records of such purchases shall be kept and necessary reports thereon shall be made to the state superintendent.

History: 1971 c. 152 s. 12; 1977 c. 418.

43.72 Library exchanges. (1) School library books and other instructional material belonging to one school district may be loaned by the school board of the district to the school board of another school district for use in the school library of that school district, in consideration of school library books and other instructional material similarly loaned in exchange therefor.

(2) Any public library board and the school board of any school district in which a public library is maintained may make such exchanges and loans of books and other instructional material as are agreed upon by such boards for the purpose of increasing the efficiency of both libraries and insuring the best service to the schools and all citizens.

History: 1971 c. 152 s. 14.

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PUBLIC LIBRARY SYSTEM AIDS ESTIMATES 1986 TO 1991
BASED ON NEW FORMULA AS RECOMMENDED IN R7
(ESTIMATE BASED ON 1983 DATA AND 8.5 % INFLATION RATE)

AIDS EST.
7/18/84 TF

SYSTEM NAME	1986 AIDS CURRENT FORMULA	1986 AIDS INDEX 13% EXP FAC 6%	1987 AIDS INDEX 13% EXP FAC 5%	1988 AIDS INDEX 13% EXP FAC 4%	1989 AIDS INDEX 13% EXP FAC 3%	1990 AIDS INDEX 13% EXP FAC 2%	1991 AIDS INDEX 13% EXP FAC 2%
ARROWHEAD	215,738	243,739	263,061	283,733	305,844	329,490	359,546
INDIANHEAD	536,832	632,741	697,687	769,599	849,190	937,248	1,011,083
KENOSHA	174,251	199,684	217,670	237,103	258,100	280,785	306,627
LAKESHORES	284,107	346,303	385,913	429,523	477,528	530,360	578,160
MANITOWOC-CALUMET	143,512	176,880	194,864	214,585	236,208	259,914	282,508
MID-WISCONSIN	327,041	396,282	436,167	479,891	527,819	580,352	630,590
MILWAUKEE	1,634,463	1,788,773	1,888,769	1,991,531	2,096,805	2,204,276	2,407,058
NICOLET	506,213	587,752	643,284	704,158	770,984	844,016	913,993
NORTHWEST	272,084	316,551	343,358	373,308	406,744	444,040	471,500
OUTAGAMIE-WAUPACA	244,633	298,981	328,858	361,562	397,359	436,538	474,716
SHEBOYGAN	214,483	230,121	239,351	248,360	257,042	265,277	289,336
SOUTH CENTRAL	712,284	818,676	884,265	954,858	1,030,834	1,112,596	1,209,874
SOUTHWEST	177,440	213,248	237,425	264,465	294,680	328,415	352,874
WAUKESHA	314,474	371,417	412,942	458,493	508,453	563,243	615,244
WINDING RIVERS	374,738	434,838	474,676	518,492	566,676	619,653	668,230
WINNEFOX	305,466	350,527	376,900	405,194	435,544	468,096	508,239
WISCONSIN VALLEY	650,516	754,013	822,117	897,040	979,450	1,070,079	1,152,923
NEW AREAS	327,234	408,506	450,095	495,785	545,973	601,095	652,387
SYSTEM TOTALS	7,415,510	8,569,034	9,297,402	10,087,681	10,945,134	11,875,471	12,884,806